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EDUCATION AND THE FUTURE OF FLORIDA



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EDUCATION AND THE FUTURE OF FLORIDA

**A report of the Comprehensive Study of
Education in Florida**

FLORIDA CITIZENS COMMITTEE ON EDUCATION

Tallahassee, Florida

March, 1947

FLORIDA CITIZENS COMMITTEE ON EDUCATION

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FOREWORD

Pursuant to the Executive Order of the Governor of Florida and the provisions of the Senate Concurrent Resolution No. 3 approved by the 1945 Legislature the Florida Citizens Committee on Education has conducted a comprehensive study and survey of education in Florida and is herein presenting the findings and conclusions of that study.

As a consequence of this intensive and extensive study extending over a period of more than two years, the members of the Florida Citizens Committee on Education, as representatives of the citizens of Florida, have become convinced that:

1. There are many excellent schools and many strong points and commendable features to be found in the educational program of Florida.
2. Florida has made a great many improvements in its educational program during recent years and some features of this program compare very favorably with corresponding features found in other states.
3. There are, however, many deficiencies and problems still to be found in Florida's educational system. There are many respects in which progress is urgently needed where little or no progress has been made.
4. Unless these basic problems are solved and a more adequate program of education is developed in the State, Florida's future growth and development will be greatly handicapped and retarded.
5. More adequate financial support is necessary if many needed improvements are to be made in education in Florida. Since Florida is practically at the bottom of all states in effort as compared with ability to support the educational program, the increased support needed can be provided without any undue effort or burden.
6. Improvements in financial support alone, however, will not suffice to solve some of the problems of the schools. Along with increased support must come improvements in organization and admin-

istration which will make possible needed improvements in teaching and in the curriculum. These improvements can be assured only through the continued cooperation of educational leaders who should provide the technical knowledge and skills and of lay citizens who should be sufficiently familiar with the program to assure approval and support of wise and necessary policies.

The conclusions and recommendations submitted in this report have been reached by the Citizens Committee only after long and careful study and deliberation. The criterion used in reaching all decisions has been: *What is best for the future of Florida?*

What is best for the future of Florida?

The Citizens Committee wishes it might have been possible for every citizen of Florida to participate in the discussion of problems and issues involved and to hear the challenging reports of outstanding national authorities and state leaders who so capably assisted in analyzing problems and resolving issues.

The Citizens Committee presents this report to the Governor, to the Legislature and to the citizens of Florida with the conviction that the conclusions and recommendations are sound and are for the best interest of the state. The members believe that the citizens of Florida are genuinely interested in educational progress and will take steps necessary to see that needed improvements are made as soon as they have had opportunity to study the facts and become familiar with the recommendations.

This report is not a document prepared by out-of-state experts, or by state educational groups or by lay citizens alone. Instead it is a cooperative report, in the preparation of which many leading citizens and educational experts from within and without the state have participated and on which all are agreed. It, therefore, represents the best composite thinking of many individuals and groups.

The Florida Citizens Committee on Education is greatly indebted to all individuals and groups who have participated in the study. Those who have participated in the work of committees and who assisted as consultants are listed at the end of the report. To these and many others who cannot be listed by name the Committee is deeply grateful for their capable and unselfish assistance during a period when all of them were carrying unusually heavy loads growing out of their own duties and responsibilities.

CONTENTS

<i>Chapter</i>	<i>Page</i>
I. PLANNING AN IMPROVED EDUCATIONAL PROGRAM FOR FLORIDA	1
Education is an Investment	2
Characteristics of a Good Planning Program	4
Developing Concepts in Educational Planning in Florida	5
Bases for Educational Planning	7
Resources-Use Education	18
Implications for Planning an Education Program for Florida	20
Summary of Recommendations	24
II. THE INSTRUCTIONAL PROGRAM	26
Purposes of Education	26
Scope of Program Offered	27
Breadth of the Program—The Curriculum	30
Relating and Unifying the Program	32
The Program of Studies	34
Developing Effective Instructional Procedures	37
Evaluating the Effectiveness of the Program	42
Summary of Observations	45
Summary of Recommendations	47
III. ELEMENTARY SCHOOLS	50
Characteristics of a Satisfactory Program	50
Elementary Schools in Florida	52
The Elementary School Curriculum	55
Achievement of Elementary School Pupils	56
Age-Grade Progress	60
Elementary Teachers	62
Supervision in the Elementary School	63
Special Needs	64
Summary of Observations and Recommendations	65
IV. SECONDARY SCHOOLS AND JUNIOR COLLEGES	68
Status of Secondary Education in Florida	69
The Secondary School Organization and Curriculum	73
Achievement and Progress of Pupils	78
Supervision of Secondary Education	80
Special Problems of Secondary Education	81
College Attendance of High School Graduates in Florida	83
The Junior College Program	85
Summary of Observations and Recommendations	88
V. VOCATIONAL EDUCATION	91
Summary of Conclusions and Recommendations	93
VI. ADULT EDUCATION	96
Education for Illiterates and Aliens	96
Vocational Education for Adults	97
Parent and Family Relations Education	99
Citizenship Education	100
Cultural and Liberal Education	101
Summary of Recommendations	102
VII. SPECIAL EDUCATIONAL SERVICES	103
School Guidance Programs	104
Accounting for All Persons of School Age	107
Compulsory Attendance	108
Attendance Records and Reports	110
Child-Labor Provisions as Related to Attendance and Education	112
School Health	114

CONTENTS

<i>Chapter</i>	<i>Page</i>
School Lunches	117
School Government—Education for Good Citizenship	118
Juvenile Delinquency	119
Home, School, and Community Relationship	120
Summary of Conclusions and Recommendations	121
VIII. THE EDUCATION OF EXCEPTIONAL CHILDREN AND YOUTH	124
Some Fundamental Questions	125
General Principles and Conclusions	130
Some Needs of the Residential Schools	133
Special Problems for Consideration Relating to Residential Schools	135
Summary of Recommendations	137
IX. SERVICES OF AGENCIES RELATING TO EDUCATION	139
The Home	139
The School	141
Welfare	142
Health and Safety	144
Spiritual Life	146
Leisure Time	147
Libraries	150
Work Training and Opportunities	151
Ways of Working with Youth	152
Community Planning	153
Summary of Observations and Recommendations	155
X. PUBLIC SCHOOL PERSONNEL	157
Instructional Personnel	157
Size and Adequacy of Staff	158
Sex and Age Status	159
Teaching Experience	160
Preparation of Teachers	161
Training, Experience and Tenure of County Superintendents	163
Training of Supervising Principals and Supervisors	164
The Demand for Teachers	165
Securing an Adequate Supply of Properly Prepared Teachers	166
Salaries and Salary Schedules	167
The Class Load	169
Continuing Contracts	170
Selection and Placement of Teachers	171
Retirement Provisions	172
Non-Instructional Personnel	173
Summary and Recommendations	175
XI. THE SCHOOL PLANT	178
Major School Plant Problems	178
General Description of the School Plants	181
Summary of Florida School Plant Needs	191
Financing School Plant Needs	192
Summary of Recommendations	195
XII. PUBLIC SCHOOL TRANSPORTATION	197
Public Ownership of School Buses	197
Preventive Maintenance	199
Supervision of Transportation	201
Steps to Economy	202
Walking Distance for Public School Pupils	206

CONTENTS

<i>Chapter</i>		<i>Page</i>
	Transportation Personnel Training	207
	Summary of Recommendations	210
XIII.	INSTRUCTIONAL MATERIALS AND OTHER SUPPLIES	212
	Instructional Supplies	212
	Textbooks	213
	Library Services	215
	Supplies and Supply Management	216
	Summary of Recommendations	219
XIV.	FINANCING THE PUBLIC SCHOOLS	221
	Analysis of Expenditures	221
	Analysis of Receipts	224
	School Indebtedness	227
	The Equalization of Educational Opportunity	229
	Summary of Findings	229
	Recommended Program	234
XV.	THE COUNTY SCHOOL SYSTEM	242
	Role of the People in School Government	243
	The County School Board	244
	The County Superintendent	250
	The Special Tax School District	257
	The Local School	261
	Summary of Recommendations	263
XVI.	THE STATE SCHOOL SYSTEM	265
	The State Board of Education	265
	Chief State Educational Executives	269
	Interim Procedure	272
	State Department of Education	273
	Summary of Recommendations	278
XVII.	THE PATTERN OF HIGHER EDUCATION	280
	Some Significant National Trends	280
	Early Developments in Florida	285
	The Future Pattern in Florida	288
	Summary of Recommendations	291
XVIII.	ORGANIZATION AND CONTROL OF HIGHER EDUCATION	292
	Pattern of Control	292
	The Board of Control in Florida	294
	Proposed Plan of Organization	295
	A University System	298
	Summary of Recommendations	299
XIX.	CURRICULUM AND INSTRUCTION	302
	The University of Florida	303
	Florida State College for Women	309
	Florida Agricultural and Mechanical College for Negroes	312
	General Extension	316
	Graduate Instruction	317
	Administrative Concern for Instruction	321
	Summary of Recommendations	323
XX.	FACULTY PERSONNEL AND ORGANIZATION	326
	Educational Qualifications	326
	Administrative Personnel	328
	Faculty Organization	329
	Recruitment and Appointment	331
	Retirement Provisions	332

CONTENTS

<i>Chapter</i>	<i>Page</i>
Housing for Faculty Members	333
Continuity of Service	334
Summary of Recommendations	335
XXI. STUDENT PERSONNEL	337
Enrollment Trends	337
Admission Policies	340
Orientation of New Students	341
Counselling of Students	343
Extracurricular Activities	344
Financial Aid to Students	345
Health Services	346
Housing and Boarding	346
Student Discipline	347
Student Placement	348
Expense of Living	349
Summary of Recommendations	350
XXII. THE EDUCATION OF INSTRUCTIONAL AND ADMINISTRATIVE PERSONNEL	351
The Nature of the Problem	351
Planning and Organizing Pre-Service Programs	354
Role of Institutions in In-service Training of Teachers	362
The Role of Institutions in Helping Build State Requirements for Certification	365
Preparation of Leaders	367
Summary of Recommendations	369
XXIII. EDUCATION IN MEDICINE, DENTISTRY, PHARMACY AND NURSING....	372
Education in Medicine	372
Education in Dentistry	385
Education in Pharmacy	386
Education in Nursing	387
Summary of Recommendations	390
XXIV. PHYSICAL PLANTS OF INSTITUTIONS OF HIGHER LEARNING	393
General Statement	393
The University of Florida (Gainesville)	394
Florida State College for Women (Tallahassee)	400
Florida Agricultural and Mechanical College (Tallahassee)....	405
Summary of Recommendations	410
XXV. FINANCIAL SUPPORT OF HIGHER EDUCATION IN FLORIDA	411
Adequate Support Essential	411
Salaries at Florida's Institutions of Higher Education	413
Florida's Ability to Support Higher Education	420
Financial Administration of the Institutions	422
Amount of Money Needed for Program	423
Summary of Recommendations	425
XXVI. THE FUTURE PROGRAM	427
A New Unit of the University System	427
Encouragement of Terminal Education Programs in Junior Colleges	429
A Study to Determine Needs and Ways of Meeting Them	430
Regional Planning	431
Graduate Programs	433
Extension of Program to Serve Needs of State	434
Strengthening Existing Services	436
New Services	437
Summary of Recommendations	440
STUDY AND ADVISORY COMMITTEES AND CONSULTANTS	442

CHAPTER I

PLANNING AN IMPROVED EDUCATIONAL PROGRAM FOR FLORIDA

For a long period of time it is possible for a state to make adjustments as new circumstances make changes necessary. However, the inevitable result of this procedure is an irregular and unbalanced line. Periodically it becomes necessary to study the situation as a whole and to bring all parts of the line into proper balance.

There are several reasons for believing that 1946-47 is a logical close for one epoch in Florida and the beginning of another—that it is an appropriate time for studying the educational situation, for consolidating the gains, and for planning further progress.

Florida is now coming to the end of a decade of significant educational progress. The decade began with the passage of an act by the 1937 Legislature calling for the codification, reorganization and improvement of laws relating to education. It has included the passage not only of the School Code of 1939 but of many other important laws relating to education. Progress in professional activities in the main has kept pace with progress which has been primarily statutory.

The close of the war makes this year an appropriate time for taking stock and planning future progress. The war period not only brought certain deficiencies sharply into focus, but also created and accentuated many problems which must now be faced. The solution to many of these problems must be largely educational in nature. For example, the Selective Service records called attention dramatically to the problems of poor health and illiteracy.

The war brought about many changes in the educational program which were emergency in nature. We now face the necessity of deciding whether the need for these additional features has passed, or whether they should become permanent parts of the program. Programs for work experiences for youth, Americanization programs for immigrants, general education of several types for adults, and training and retraining programs for vocational skills, nursery schools, kindergartens, public recreation programs and school lunches

have all received considerable attention. Which of these are urgent needs for the years ahead? What should be the permanent peacetime policy of the schools?

The years of manpower shortage and increased costs of living have shown that teaching is unable under existing conditions to compete with other vocations and professions for the most competent personnel. The people of the nation and of the state must face realistically the question of whether they regard education as important enough to merit the financial support which will enable the schools to attract and hold competent personnel.

The close of the war has ushered in a transition period in which public education will be increasingly important. The increased role of government makes education for civic responsibility more important than ever before. Even problems on the international level are now of immediate concern to every community. Scientific and mechanical progress, high-lighted by developments in atomic research, have increased enormously the necessity for an improved program of both general and technical education.

Florida, more than most states, occupies an important place in this new era. Its growth in population has been rapid since 1860 and in the last two and a half decades it has been spectacular. During the last five years it has been the temporary home of hundreds of thousands of Americans many of whom would like to adopt it as their permanent home. It comprises the major portion of the humid semi-tropical area in continental United States. Geographically, it occupies a place of strategic importance. It is the logical center for cultural and commercial cooperation among the Americas. It can hardly escape becoming the crossroads of air transportation for the hemisphere. By wise educational planning its continued growth and prosperity can be assured.

EDUCATION IS AN INVESTMENT

There are ample evidences that education plays a vital role in the development of a state and in the improvement of the quality of living of its people. To say that Florida should have a good school program because we have resources with which to finance it is only half the truth. It is more to the point to say that a good educational program will enrich the state, improve the conditions of living of its people and make possible its optimum development.

The prosperity of nations and states is not based exclusively on population or on physical resources.¹ Denmark and Switzerland are striking examples of countries with mediocre or poor physical resources which have used education as a means for bringing about national prosperity.

This relationship between education and prosperity is pointed out in *Education and Economic Well-Being*.

"The economic development of the nations of the world indicates that a high level of economic productivity and substantial provision of educational facilities go together. The coincidence of ignorance and poverty is also a universal phenomenon".²

Recently the United States Chamber of Commerce has issued a publication which carries in its title a summary of its point of view: *Education, An Investment in People*. The publication is all the more effective because it presents the point of view of businessmen rather than of educators. Some of the conclusions of its committee are summarized as follows:³

"(1) That education is an essential instrument through which commerce, industry and agriculture can be expanded in rising degree.

"(2) That since education has been and should continue to be a local function—at least on the state level—every community should ascertain its own educational status and economic condition and set to work to utilize education as a lever for its own advancement. The local community should join in a state program of similar character.

"(3) That the cost of adequate education is an investment that local citizens and business can well afford in increased measure, when related step by step to the improvement of local economic conditions."

The Federal Reserve Bank of Atlanta recently stated:

"In terms of its long-run effect on the economic future of the region, the money expended on schools may yield greater returns in dollars and cents than money spent in any single industry or other type of economic activity.* * * Frequently, the community's economic position today is the result of the type of education it provided yesterday. Its economic position tomorrow will be partly determined by how well it is educating its children today."⁴

There is serious question as to whether Florida is investing enough in education. It is not investing as much in proportion to its ability as are most of the other states.

¹Chamber of Commerce of the United States, *Education Steps Up Living Standards*, 1945.

²Educational Policies Commission, *Education and Economic Well-Being in American Democracy*, National Education Association, 1940. p. 27.

³Committee on Education, United States Chamber of Commerce, *Education, An Investment in People*, 1944, pp. 55, p. 3. Italics ours.

⁴Federal Reserve Bank of Atlanta, *Monthly Review*, September 30, 1946, p. 94. Italics ours.

"Florida * * * occupies the forty-sixth place as to the degree in which its accomplishment measures up to its ability. * * * It is the only Southern State which possesses ability that is approximately equal to that of other states of the nation. Yet its neighboring states, with low ability, put forth effort that is on the whole quite commendable, and that holds their general performance close to, or in some instances even above, their respective ability levels. * * * The impression grows as one studies these and other like comparisons that Florida is doing far less than she is able for her children, and that they are being injured thereby."⁵

PROBLEMS STILL TO BE SOLVED

In spite of the attempts at planning on local and state levels, and in spite of the progress made in recent years, this study has revealed many difficulties which are still to be faced.

The Citizens Committee has endeavored to secure a broad sampling of opinion among educators and other citizens regarding improvements needed in Florida. According to the opinions in these polls, the citizens of the state consider the most important problems needing study to include: poor attendance; premature dropping out of school; inadequate guidance and training; difficulties of recruiting and holding competent personnel; the selection of qualified county superintendents; the clarification of relative powers and duties of principals, superintendents, trustees, and board members; the provision of adequate physical facilities; the setting up of satisfactory standards; the improvement of the curriculum; the organization for higher education; adult education; and problems related to health. All of these problems are interrelated and should be studied concurrently.

CHARACTERISTICS OF A GOOD PLANNING PROGRAM

Human beings have many needs which are common among people everywhere. Needs for food, clothing, shelter, communication, recreation, religion, health, and aesthetic experiences are universal; however, the answers to these problems vary enormously with conditions of the environment, such as difference in resources, technology, and cultural background. It is no denial of these common elements of education to say that *an educational program of maximum effectiveness must be adapted to the needs of the people whom it is to*

⁵Raymond M. Hughes and William H. Lancelot, *Education, America's Magic*. Iowa State College Press, 1946, pp. 17 and 18.

serve. This principle is valid for each level of educational organization down to the school community, or for that matter to the individuals who compose it.

The most effective planning is that which is done by the people who are most concerned. This does not overlook the importance of securing the best assistance possible from leaders in other states; however, their function is to advise and assist. The primary responsibility for planning should rest upon the people of Florida. This planning should be done by citizens generally, and not by educators alone.

A good plan must be a comprehensive one in which all of the problems are studied in relation to each other. Although it has been found necessary to organize the report of this study under several different chapter headings, no part of this report has been prepared or can be considered in isolation from the other sections. For example, finance is intimately related to resources, facilities, personnel, educational programs, student welfare, and school organization and administration.

Any good plan for educational progress should be realistic and should take into consideration where we are and what we have as well as where we want to go. However, to exercise vision is certainly as important as to be realistic.

DEVELOPING CONCEPTS IN EDUCATIONAL PLANNING IN FLORIDA

Planning at the State Level. The Florida Constitution of 1885 marks a significant effort in planning the state educational program. In several respects there is serious question as to whether many of the provisions relating to education are still suitable. The most important change in concept since that time relates to the size of the unit for which planning should be done. The provisions regarding supervision by trustees, the organization of small tax districts, the large powers of trustees in nominating teachers, and the absence of any suggestion of state support other than the interest on the state school fund and a one-mill state tax, all indicate that education was considered a responsibility of the small community.

The Buckman Act of 1905 was another landmark in educational planning at the state level. It set the pattern for higher education for four decades. Its ban on coeducation has been the subject of much discussion in recent years. However, its elimination of small struggling institutions and its provision of concentration of support on three principal institutions of higher education have proved to be wise and farsighted.

The state study authorized by the legislature twenty years ago recognized the need for periodic, comprehensive planning. However, its

net results were not important, perhaps largely because of the fact that it was a study made almost entirely by experts from other states. It did not create the public interest and feeling of responsibility which would have been developed had Florida educators and other citizens been given a larger responsibility.

The instruction unit laws which were passed first in 1933 and added to in subsequent years are evidences of a changing concept regarding state responsibility for financing education. In them may be found the faint beginning of the idea of equalizing educational opportunities throughout the state. The 1945 Legislature in the passage of the legislation providing for a foundation program acknowledged that increased state support distributed solely on the teacher unit basis was an inadequate answer to this problem.

The School Code of 1939 was the result of the most careful planning at the state level which has been conducted up to that time. This Code was primarily a codification and harmonizing of existing law, and many changes were deferred because of the need for further study or because they were controversial in nature. For example, no effort was made at that time to re-examine the state's provision for higher education. However, the preparation of the School Code was extremely significant in that it marked definite improvement, in that it removed contradictions of school laws and arranged them systematically, and in that it represented the best collective thinking of large numbers of educators and other citizens.

After the passage of the School Code, a definite effort was made to bring current practice into harmony with changes in legislation and into line with best practices which had been developed in the nation. One phase of this effort at planning was the preparation and publication of numerous handbooks for groups such as trustees, county board members, and superintendents of public instruction.

Parallel with these efforts at planning for improvements in school administration was an effort at planning improvements in the instructional program. Numerous bulletins which have been prepared in the last decade under the leadership of the State Department represent the best judgment of leading teachers and principals regarding improvements needed in the instructional programs.

The inauguration in 1944 of the Florida Resources-Use Education Project marked another attempt at cooperative planning in improving the instructional program. Its primary purpose is to help to focus attention in the curriculum on Florida and its people, its needs and its opportunities, and the optimum development and use of its physical resources.

The State Department of Education has attempted to serve as an agency for continuous planning at the state level. In the meetings of groups throughout the state which it has sponsored, opportunity has been given for large numbers to participate in this continuous evaluation and planning.

Up to the present time the state institutions of higher learning have carried on separately, with some integration provided by a joint Board of Control, the planning of education at the post-secondary level. However, with the exception of planning in teacher education matters which has centered in the Teacher Education Advisory Council, there has been inadequate over-all planning to meet all of the higher education needs of the state.

Local Educational Planning. The county board of public instruction

and the county superintendent are charged by law with responsibility for continuous planning for the county. However, from time to time in many counties, they have felt the necessity or desirability of an intensive period of planning. Two decades ago two of the largest counties, Duval and Hillsborough, had studies made by out-of-state groups. More recently a number of counties in the state had studies made by staff members of the State Department of Education and the institutions of higher learning. More recently still, a number of counties have had planning groups of teachers at work in their own counties in county workshops. However, in many of these workshops, the objectives have been limited and have been confined to one or more phases of instruction or to school administration rather than to the total program.

A number of the counties of the state are organizing county studies in connection with the current state study. These studies differ from earlier studies primarily in the greater emphasis given to study and planning by those living in the county concerned. As an aid for these county studies, a guidebook has been prepared under the direction of the Citizens Committee for use in local school studies.

It is now evident that the publication of this state report will not mark the end of interest in school studies. Many counties are planning to begin intensive studies after the publication of the state report. These county studies will attempt to interpret and implement the general principles which are developed in the state study, thus greatly increasing its value.

Planning by Voluntary, Professional and Lay Organizations. The Florida Education Association, the Florida State Teachers Association, and their committees have given much leadership and attention to educational planning in recent years. For example, the retirement law which is now in effect can be credited largely to their efforts.

Numerous civic and lay organizations, such as the Florida Congress of Parents and Teachers and the American Legion, have been active in educational planning. Many of these organizations have coordinated their efforts in planning through the Continuing Educational Council, an organization by which lay opinion makes itself effective in bringing about educational improvement.

BASES FOR EDUCATIONAL PLANNING

The first step in planning an educational program for a state should be a study of the people and their needs, the natural or physical resources, and the agencies, institutions and patterns which the people of the state have developed. Only those data are presented here which have implications for educational planning.

The People of Florida

Florida is one of the two fastest growing states in the Union. In the 115 years between 1830 and 1945, the population of the state increased from a mere handful of 34,730 people to its present total 2,250,061. The highest rate of increase in recent decades was attained during the boom of 1920-1930 when population grew 51.6 per cent or 499,741 persons. It has been estimated that during the

last federal census decade of 1930-1940 the natural increase, that is the excess of births over deaths in Florida, accounted only for 19 per cent of the growth of population. The balance, 81 per cent of the increase, was brought about by the in-migration of people seeking homes and opportunities in the Land of the Sun.⁶

As a result of this high rate of in-migration the state was saved the considerable expense (estimated at about \$10,000 per person) of rearing and educating the adults who moved in from other states. This fact may be partially responsible for Florida's comparatively high rank in education in the South. Moreover, the state was greatly benefited by the influx of a preponderance of economically productive persons of 20 to 64 years of age who sought work and helped to create new wealth.

Not all the results, however, are beneficial. With the large scale in-migration of young and middle aged people, as time passes, we shall have a rather heavy percentage of aged people who will constitute an increasing proportion of the state's population.⁷ Non-native citizens may lack interest in our educational institutions and experience and understanding of our problems and conditions.

The Origin of the People. Less than half of the Floridians are native born. Fifty-one per cent of the population were born elsewhere and came to Florida. Where have these people come from? Over one-fourth came from the Southland, particularly from our neighbors: Georgia, whence came over 300,000 or almost half of all the southern migrants to Florida, and Alabama which furnished us with 125,000 people. Thus, slightly over two-thirds of the southern migrants came from these two neighbor states. Almost one-fourth came from South Carolina, North Carolina, Tennessee and Kentucky.

The Mid-west ranked second after the South but it supplies only one-third as many people to Florida as the South. Most of these people, 70 per cent, were born in one of the four Lower Lake States of Ohio, Illinois, Indiana, and Michigan. Almost half of the people among the Mid-Atlantic group came from New York, followed by Pennsylvania and New Jersey. Similar is the situation with reference to the New England States. Here Massachusetts supplied half of the emigrants. The other five regions are minor sources of Florida's population, contributing less than 2 per cent.

The percentage of foreign born people is large considering that Florida is a Southern State. Almost 4 per cent of the Floridians are immigrants. The majority of these people came from Europe and the United Kingdom. The second most important area of nativity is the

⁶Machlachlan, John M., "Population Changes in Florida, 1930-1940", *Economic Leaflets*, Vol. I, No. 4, March, 1942, p. 2.

⁷Machlachlan, John M., "Florida's 'Aging' Population, 1930-1940", *Economic Leaflets*, Vol. I, No. 12, November, 1942.

West Indies, followed by Canada. These four regions accounted for over 95 per cent of our foreign-born people.

Examining the nativity of Floridians by race we find three interesting facts. First, only 45 per cent of the whites are native born, compared to the Negro's 61.36 per cent. Second, the overwhelming majority of Negro migrants moved from the South, accounting for 35.32 per cent of Florida's colored population. Almost two-thirds of the Negroes came from Georgia; Alabama and South Carolina rank second and third, respectively. From these three states came 91 per cent of our southern-born Negroes. Finally, whereas most of the foreign-born whites came from Europe, the United Kingdom and Canada, practically all foreign-born Negroes immigrated from the West Indies.

The Age of the People. By 1940 the median age of Florida citizens rose to 28.9 years from the 1930 figure of 25.8 years.⁸ Since 1910 over half of the population has belonged to the economically productive age group of 20 to 64. This is a significant fact, and has resulted largely from the great influx of people. The infant population is relatively low, particularly in 1930 and in 1940 when children under 5 years formed less than 10 per cent of the population. School age youngsters make up only about one-fifth of the people. One result of this relatively small percentage of children is that the cost of their upbringing is less for the working portion of the population than in the other Southern States, which are usually areas of emigration.

Distribution of Population. Two phases of the distribution of population are of major concern: (1) area distribution—where people are in the state; and (2) urban and rural distribution—whether they live in cities, small towns and villages, or in the country. There are two large regions in the state: (1) the North and West section—that part of Florida lying north and west of a line extending from Cedar Keys diagonally to the St. Johns Estuary section; and (2) the Peninsula—the area south and east of this zone. There is a transitional area in which there occurs a definite change from the conditions typical of coastal Alabama, Georgia, and North and West Florida to the distinctly sub-tropical characteristics of the Peninsula.

In 1945 there were 2,250,061 people in the state, and of these 1,780,139 or 79.1 per cent lived on the Peninsula.⁹ This regional distribution of the population is very significant. Since the intensity of economic development of an area depends in part upon the man-land ratio, the more rapidly growing population of the Peninsula tends to center the highest economic development there. This preponderance of population in the Peninsula is the more remarkable since it is the youngest region of the state.

The general pattern of the distribution of population in Florida shows three interesting and important facts: (1) the distribution is spotty, (2) it conforms to the economic development of the state, and (3) urban areas, especially the three metropolitan districts, contain most of the people. There are two major types of population concentration: one along the coasts, as in the vicinity of Pensacola, Tampa Bay, and the East Coast tourist centers; the second type being found inland and connected with agricultural development, like the Marianna Lowland, the Polk-Lake counties citrus belt, and the Alachua-Marion truck belt.

⁸Machlachlan, John M., "Florida's Aging Population, 1930-1940", *Economic Leaflets*, Vol. I, No. 12, November, 1942, p. 1.

⁹Calculation based upon *The Seventh Census*.

The ratio of Florida born whites on the Peninsula is only 39.9 per cent as compared with 45 per cent for the state and 65.49 per cent for North and West Florida. Practically all foreign-born Negroes (98.7 per cent) and the vast majority (96.6 per cent) of the foreign-born white people live on the Peninsula.

The Racial Composition of the Population. In racial composition, Florida's population is predominantly white. Negroes account for slightly less than one-fourth (24.7 per cent) of the total population. Negroes constitute a large share of the rural population of a number of the counties of the state. In the highly urbanized counties, as a rule, they form a smaller segment of the population than in rural areas. There are, however, two exceptions: Palm Beach County, 63.6 per cent urban, with 40.5 per cent of its population Negro, and Seminole County 50.9 per cent urban with 47.9 per cent Negroes. There are only three counties where the Negroes form the majority. These are Jefferson, 64.2 per cent Negro, Gadsden 54.3 per cent, and Flagler 52.3 per cent.

Urban and Rural Division of Population. Despite its youth and pioneer character, Florida is an urban state. In 1945, a total of 1,293,187 people or well over half (57.5 per cent) of its population lived in urban communities of 2,500 inhabitants or more. As a matter of fact, 38.1 per cent lived in 11 cities of over 25,000 inhabitants. If we consider metropolitan districts rather than cities, then, we find that 31.2 per cent of the people live in the three metropolitan census districts, consisting of Dade County, Duval County, and the combined Hillsborough-Pinellas Counties.

In 1940 (the last year for which data are available) 83.8 per cent of the people were classified as non-farm and only 16.1 per cent as farm population. Agriculture employed only 17.1 per cent of the laborers of the state, whereas employment in such urban occupations as business and finance reached 25 per cent.¹⁰

The Peninsula is the urbanized part of the state. It contains almost 90 per cent of the urban population of Florida and the urban population constitutes 64.8 per cent of the Peninsula's inhabitants.

The situation is quite different in the North and West section. Here 12 of the counties show no urban population. Only two show a majority of urban people. There are only 139,141 urban people, or slightly over 10 per cent of the state's urban population in the north and west section.

Levels of Living. How well people live—the level of living they attain—depends in part on the available resources and, in part, on how well or how poorly these resources are used. Levels of living can be measured in terms of several factors such as income, housing, health, and recreation. Florida tends to rank considerably below the nation in all of these, but higher than the Southeast, of which it is a part.

Income. The average per capita income in Florida in 1940 was \$475 as compared to \$369 in the Southeast and \$692 in the nation. By 1945, these figures had risen to \$996 for Florida, \$761 for the

¹⁰Diettrich, Sigismond deR., "Florida's Transition from Rural to Urban Economy", *Economic Leaflets*, Vol. II, No. 2, January, 1943, pp. 2-3.

Southeast, and \$1,150 for the nation.¹¹ Variations in income from county to county in Florida are revealing. In 1940, the range was from a low of \$90 in one county to a high of \$688 in another. Since 56 counties or 84.6 per cent of all the counties ranked below the state average of \$475, this figure was attained only by the larger contributions of the 11 counties that exceed the average.

Most of the counties of North and West Florida receive a lower income than those of the Peninsula. In 1940, no county in the northern group exceeded the state average, whereas 27.5 per cent of the counties of the Peninsula did so. These averages reflect the differing economies of the two divisions of the state. Practically the same distributions hold for size of bank deposits, automobile ownership and registration, and many other indices of wealth.

Housing. As would logically be expected, the quality of housing shows a high correlation with size of income. The average value of houses by counties in 1940 ranged from a low of \$390 to a high of \$3,444, with a state average of \$1,274 and a marked concentration of lower value homes in North and West Florida as compared to the rest of the state.

In 1940, 20 per cent of all Florida homes were in need of major repairs; 34 per cent lacked running water and electricity; 27 per cent had no refrigeration; 36 per cent had no radios, and 12 per cent were overcrowded (with more than 1.51 persons per room). More recent data are not available. Undoubtedly, however, the war years, accompanied by a marked influx of population and a drastically reduced private building program, rendered the housing problems in Florida and elsewhere more numerous and acute.

Urban centers with their high land values and high rents create acute housing problems which Florida shares with the rest of the nation. Poor housing, however, as anyone may readily observe, is by no means confined to urban areas. Unpainted, ill-equipped homes are too prevalent in the less prosperous portions of the state; poor housing suggestive of the "Oakies" is all too common in more prosperous sections using migratory workers.

Health Conditions. The following quoted paragraph makes very

¹¹United States Department of Commerce, *Survey of Current Business*, August, 1946, p. 16.

clear Florida's participation in some special health problems of the Southeast.

"Incontestably, Florida along with the rest of the southeast, possesses valuable natural advantages for human physical well-being. In the absence of needed precautions, however, both the soils and the climate of the whole region offer special health hazards. It is an ironic paradox that the same environments which are hospitable to man also welcome and nurture insects, parasites and micro-organisms harmful to man. The mosquito, the fly and other disease-bearers are not exposed to killing winters. The hookworm, *necator americanus*, finds here the light soil, the relatively high humidity and the mild temperatures it needs. In some local areas, soils are deficient in essential minerals, and the combination of open winters, porous soils and high precipitation encourages the leaching out of water soluble dietary essentials."¹²

Out of these conditions grow several of Florida's health hazards of which two—malaria and hookworm—although rather unspectacular in their toll of death, rank high as underminers of health and efficiency.

The relatively high malaria rate in Florida was sharply reduced during World War II by controls enforced under military authority. This disease tends to be particularly prevalent in an area from Walton County to Columbia and Marion Counties and along the coast to Pasco County, where the *Anopheles* mosquito readily breeds in the alkaline water of the limestone sink topography. Whether rigid postwar controls will be well enough maintained to prevent the misery and poverty previously caused by this disease remains to be seen.

In spite of efforts to control hookworm, it seems not to have decreased greatly.

"Successive state-wide hookworm surveys over a period of 20 years show that 40 to 50 per cent of the school population in the state are infested with hookworm. Hookworm disease is sapping the vitality of our children, causing their physical and mental retardation and resulting in a definite sabotage of potential manpower of the state and nation."¹³

Typhus fever also exists as a serious health problem. As soon as effective rat control measures are in force all over Florida, typhus fever will cease.

Venereal diseases are among Florida's foremost health problems. According to blood tests taken on the first two million men by Selective Service during World War II, Florida ranked third in incidence of venereal diseases among the states for whites and highest for Negroes. The tests showed about 5 per cent of the white men to have these diseases and about 40 per cent of the Negroes. Although much progress has been made in treatment of existing cases and in lowering the attack rate of new cases, venereal disease still remains a major health problem.

A higher percentage of mothers die in Florida from causes incident to child-birth than in all but five of the other states. The infant mortality rate is high. Many of these deaths are preventable through the application of knowledge and care that should be available everywhere.

¹²*Economic Leaflets*, Vol. III, No. 6. "Florida's Medical Care Resources"

¹³Florida State Board of Health, *Florida Health Notes*, May, 1943, p. 92.

A significant factor in maintaining health is an adequate number of doctors, dentists, and hospitals readily available to people in all parts of the state and all economic classes. The maximum number of persons per doctor should not exceed 1,000, and persons per dentist, 2,000.¹⁴ Although the state average in 1940 was one doctor for every 995 persons, 26 of the 27 counties of North and West Florida were understaffed with doctors; in sixteen of these counties, the number of persons per doctor ranged from 2,050 to 6,510, and one county had no physician. On the other hand, twelve more highly urbanized counties in Peninsula Florida averaged fewer than 1,000 persons per doctor. This same maldistribution holds for dentists but is even more pronounced. Of the 729 dentists in Florida in 1940, 443 or 61 per cent were in 6 counties,—Duval, Dade, Hillsborough, Pinellas, Orange, and Palm Beach—which contained 47 per cent of the population of the state. In only 8 counties was there an average of one dentist for fewer than 2,000 people. Ten counties had no dentist and 49 had 2,000 or more persons per dentist. The war probably made the shortage of doctors and dentists more acute. The average number of persons per general hospital bed in the state in 1940 was 374. However, these are again poorly distributed, with 68 per cent of the beds in six urban counties. Only one of the 27 counties (Escambia) in North and West Florida had an adequate number of beds.

A necessary factor in maintaining good health is an adequate and uncontaminated domestic water supply. As urbanization increases the twin problems of water supply and sewage disposal become more serious. In Florida, the chief source of water for towns and cities is from underground or artesian supplies rather than from surface waters. Two problems have arisen. Whenever too many wells are sunk or too much land is drained, both the level and the pressure of fresh water are reduced and the supply overdrawn. Near the coast these practices result in salt water penetrating into the fresh water supply. Contamination of domestic water supplies is serious only where deep wells have been used for sewage disposal, a practice the State Board of Health is trying hard to prevent. Dumping of sewage and industrial wastes creates a serious health problem in urban areas where accessible waters suitable for bathing are contaminated.

The State Board of Health cooperates with the United States Public Health Service and the Children's Bureau in a health improvement program planned to combat the various health problems in Florida. The local county or district health departments, which are an integral part of the state system, emphasize educational and preventive work. Despite the efforts of these agencies and all of the other medical resources of the state, the health facts seem to warrant four major conclusions: (1) health levels in the state are too low; (2) medical, dental, and hospital facilities are inadequate and poorly distributed; (3) North and West Florida have the lowest health levels and the least adequate facilities; and, (4) the state faces a serious water supply problem.

¹⁴These data concerning doctors, dentists, and hospital beds are based on "Florida's Medical Care Resources" in *Economic Leaflets*, Vol. III.

Some Institutional Resources

Recreation. Most of the efforts at providing improved recreation facilities in Florida have been directed toward meeting tourist needs. Permanent citizens of the state may have benefited indirectly. In the main, however, communities lack adequate playgrounds, equipment, and well-developed and supervised recreation programs for children and adults. Complete studies of this problem have not been made, but citizens everywhere can cite examples of inadequacy in this area of living. Lack of out-door recreational facilities for residents is paradoxical in a state which capitalizes on its natural advantages to secure a large portion of its income from tourists. The evidence seems to indicate that small towns are particularly lacking in recreation programs and facilities.

The bearing of recreation on good living is obvious. However, mention should be made of the relation of inadequate recreation programs and facilities to high rates of juvenile delinquency and to the inability of communities to hold their young people.

Education. In comparison with many other states and with a national average, Florida ranks relatively low in education. A comprehensive study of expenditures per classroom unit in 1939-40 showed that the national average was \$1,600.¹⁵ At that time 69 per cent of all classroom units in Florida spent less than this national average; 33 per cent spent less than \$1,000 and 20 per cent less than \$700. It should be noted that all white units averaged above \$900 and all Negro units below that figure. In 1939-40 the current expense per pupil in average daily attendance in Florida was about 66 per cent of the national average. By 1943-44, in spite of an increase from \$58 to \$81 per pupil in Florida expenditures, the state ratio had dropped to about 62 per cent of the national average.

Salaries for teachers which are considerably less than salaries for persons in other occupations requiring similar training and experience, particularly during a period of inflated living costs and abundant opportunities for other employment at much better figures, explain in part the shortage of teachers and the relatively high per cent of inadequately trained personnel. Approximately one-third of the white and more than fifty per cent of the Negro teachers have less than four years of college training.

¹⁵Except where otherwise stated, the 1939-1940 data used here were secured from *Unfinished Business in American Education*, a bulletin issued jointly in 1946 by the National Education Association and the American Council on Education.

Children cannot be educated by the schools unless they enroll and attend. In 1939-1940 according to the federal census about 22 per cent of the children 5 to 17 years of age in the state were not in any school. The average daily attendance in 1944-45 was 80.4 per cent of the enrollment of 415,757 pupils. Thus, the combined total of children not enrolled and not in regular attendance is higher than is desirable.

The amount of formal education previously experienced by the adult population helps to determine the educational level of the state. The United States Census no longer includes illiteracy figures, but substituted in 1940 the more meaningful information based on number of school grades completed. Florida falls somewhat below the national average; for whites the showing is fair, but for Negroes it is poor. Of the population 25 years of age or older 4.0 per cent in Florida had not been to school at all. The average for the nation was 3.7 per cent. Of the Florida adult population 14.6 per cent had only 1 to 4 years of schooling, and 13.9 per cent had attended 5 or 6 years. The corresponding averages for the nation were 9.8 and 11.4 respectively.

All available data indicate that the educational picture for Florida as a whole is unsatisfactory and calls for remedial measures. Moreover, performance varies widely within the state. Two major factors greatly affect this variation—one is relative wealth or poverty of a given county, the other the proportion of children to be educated. The lower economic status of the North and West Florida counties has already been stressed. Unfortunately, this is also the part of the state which has the highest percentage of children in the total population.

In 1940, only 5 out of 40 counties in the Peninsula exceeded the state average of 40 per cent of the population under 21 years of age, whereas all of the 27 counties in North and West Florida exceeded that average. Hence, in 1940 even with state aid, only one-third or 9 of the North and West Florida counties equalled or exceeded the \$58 average expended in Florida per pupil in daily attendance. In the Peninsula approximately two-thirds of the counties equalled or exceeded \$58.

If Florida schools are to assume effectively the numerous obligations with which they are being confronted and thus play a vital role in the life of community and state, it is obvious that the pro-

fessed public faith in education must be backed with concrete action to secure better results.

Florida's Physical Resources

In several respects Florida is rather well endowed with natural resources, one of these being its location. Historically, its strategic location and its peninsular shape made Florida one of the keys to the control of the Caribbean, and as such a prize coveted by several nations.

In modern times, Florida's location gives it a key position with reference to South America and Africa and makes Miami a logical center of inter-continental airlines.

Although now dominated by Anglo-Saxon civilization, Florida has a variegated culture resulting from Anglo-Saxon, Latin, Indian, and Negro influences. This very important factor has given rise to educational problems including the Americanization of rather coherent blocks of Spanish ethnic groups and the assimilation of diverse cultural elements. Having such a cultural background and being located in the semi-tropical zone, Florida may be expected to play a leading role in the educational relations of the United States with Latin America.

Climate. Florida has a humid sub-tropical climate with hot summers and warm winters. Temperatures above 90° are uncommon, but the high humidity is objectionable. During the winter the mild sub-tropical condition is interrupted by brief cold spells originating in the interior of the continent.

Climate is Florida's greatest asset and its most used and advertised resource. The mild winter lures the tourists to the sunny beaches from the snow bound north, and appeals to elderly people seeking a place of retirement. It makes lucrative truck and citrus farming possible.

Topography. With the exception of the swamps and marshes there are no topographic obstacles to the spread of population or of transportation lines. Due to the low relief, gulying and other forms of spectacular water erosion are largely absent. As a result of the limestone character of the rock structure of most of the state, caves, caverns, lakes, disappearing streams, and large so-called springs emitting huge volumes of water are numerous. These features are increasingly exploited for recreational use and are one of the resources of the tourist industry.

Its peninsula character and general geologic structure account for the fact that Florida has the longest coastline of any state in the union and some of the finest beaches. These beaches are another important tourist resource.

The major position of the tourist industry is best shown by the

average annual income to the state of \$300,000,000 or more. Generally speaking, the tourist areas are the most prosperous parts of the state.

Soils of Florida. On the whole, soils of Florida are not very fertile. These various soils are used to produce a wide variety of crops. Florida farmers are among the highest users of fertilizers in the United States, and with their aid are among the most productive farmers of the country.

Agriculture is the dominant industry of North and West Florida. A higher percentage of the land is in farms and crops than in the Peninsula. In the state as a whole, 24 per cent of the land was in farms in 1940.

On the peninsula the farmer takes advantage of the higher winter temperatures to produce the winter truck crops and citrus for the metropolitan markets of the country. This region is highly specialized both in methods and in crops.

The general and subsistence farming areas of North and West Florida with their relatively poor methods, low incomes and low levels of living, present a sharp contrast to the highly profitable intensive specialized farming sections of the Peninsula. These differences augmented by the concentration of urban population in the Peninsula and of rural population in North and West Florida have a significant bearing on the relative ability of counties in the two sections to support an adequate educational program.

Vegetation. The natural vegetation of Florida is composed of the piny flatwood forests, the hammock, the scrub, the marshes, swamps and prairies, and the grasslands. Nearly half of all the kinds of trees growing in North America are represented among the approximately 315 species found in Florida.

From earliest days forests have been one of the state's chief assets. The state's timber lands now comprise approximately 23,000,000 acres. Of this acreage a relatively small percentage is merchantable timber; some is restocking; and large areas are idle, cut-over land annually ravaged by fire. The pine is the chief commercial forest tree.

In contrast to their early great significance, forestry and allied industries are losing ground in Florida. This is partially due to thoughtless practices of logging and milling, partly, however to the rapid economic growth of the state which is responsible for the relative decline of these industries.

The need for forest conservation and fire control is pressing indeed. Fire has taken a terrific toll from Florida forests; during recent years the state suffered a greater annual loss from fire than any other state in the nation. Educational problems grow out of the impermanence of the milltown centers and the conflict between the long-time conservation point of view and that growing out of the mill operators' desire and need to exploit the timber resources for quick profits. The normally low family incomes often force school-age children into millwork.

The grasslands, marshes and prairies together with the open forest ranges form the basis of Florida's animal industries. From the earliest history of the state, cattle raising had great importance not only to Floridians but also to outsiders. Advancing settlements, roads, railroads and expanding agriculture together with the tick eradication measure of 1923 and the subsequent introduction of Brahman and other pure bred stock have greatly improved the quality and quantity of beef produced.

Improvement of stock depends in part on improvement in pastures. Dairying and poultry raising usually are most highly developed near urban centers. The areas where pastoral industries dominate have as a rule very low densities of population, a fact which results in serious problems for the school systems.

Wild Life. Most significant of Florida's biotic resources are the game birds and animals and the numerous varieties of edible and sport fish which are abundant in both off shore and inland waters. Sport fishing and hunting are important phases of Florida's recreational activities and as such they are a major attraction to tourists. Fishing is steadily increasing in importance; since 1930 the value of Florida's commercial fishing industry has trebled. The 1945 catch of 186,152,988 pounds, of which 64,209,000 pounds were shipped to out-of-state markets, had an estimated value at the docks of \$15,000,000.

Minerals. Mining is not an important industry in Florida. There are, however, rich deposits of many non-metallic minerals and a few rare metals. By far the most important mineral produced in the state is phosphate in which Florida leads the nation and the world. Limestone is the most widely distributed mineral, used for construction, road building and as a raw material for lime and cement. Most of the kaolin is now produced in two pits in Putnam County and is *shipped to china factories in the north*. Florida ranks second in the production of fuller's earth.

Manufacturing, Trade and Business. For obvious reasons Florida never can expect to rank with such highly industrialized states as Pennsylvania. Yet manufacturing industries have developed. As a matter of fact, in 1940 industrial occupations, manufacturing and construction, employed more people than agriculture. At the same time the total value of manufactured products was almost three times as high as the total value of Florida's farm products and the value added by manufacture was almost 50 per cent higher than the farm total. Manufacturing tends to be concentrated in urban centers. In 1940 six industries accounted for 92 per cent of the total value added by manufacture.

To an even greater degree than manufacturing, trade is confined to large urban centers. Over a quarter of the labor force is engaged in wholesale and retail trade.¹⁶

In Florida a varied and cosmopolitan population has used to a varying degree and with varying success the available natural resources. Out of this process have evolved regional educational problems and differentials in levels of living and economic wealth. Attempts at solution of the human resource problems involved must be state-wide but must recognize regional differences. Any program that neglects these differentials is doomed to failure.

RESOURCES-USE EDUCATION

Every time a school teaches a person to read, write or compute it places in his hands tools which may be used for the development and use of resources. In this way a great deal of our education may be

¹⁶Dietrich, Sigismond, deR. *Florida's Regional Economy II: Further Primary Activities: Industries, and Business Economic Leaflets*, Vol. II, No. 6, May, 1943, pp. 1-4.

thought of as being for the development and use of our natural, human and institutional resources. When one considers, however, the question of whether or not the schools make provision for seeing that these tools are used wisely and to the best advantage for this and future generations, it becomes evident that the schools are not engaging in much resources-use education. When one considers further the wanton destruction and waste of many of the natural resources of the state and the lack of realization of the potentialities of the human resources, the conclusion is emphasized.

Evidence assembled in connection with this study shows that most of the elementary and high schools of the state are carrying on school programs with little regard to the resources for the community, state and region; that they make little provision for organized study of resources; that they provide few out-of-door learning experiences; that they make little use of local resources for teaching-learning materials; and that they make little effort to teach wise use of resources.

In approximately 65 per cent of the schools checked on this item, no evidence of such education was noted. Part of the tragedy of this situation is revealed if the counties are arranged in the order of wealth. The wealthiest counties show more attention to resources-use education than the poorest counties. In other words, where the need is greatest, schools are doing least.

There are, however, in the state a number of evidences that much is being accomplished in arousing the attention and interest of people in the idea that education should serve the welfare of the people through teaching wiser use of resources. One of these is the Florida Resource-Use Education Project. This project has developed a textbook for use in the 9th grade on the resources of the state which promises to direct more attention in the schools to Florida and Florida resources. Extension classes, focusing attention of participants on their own counties, have enrolled large numbers of teachers in Madison, Bay, and Putnam Counties. Teachers enrolled in a Pinellas County workshop prepared and published for instructional use a report on the resources of the county. The Sloan Project in Applied Economics has developed teaching materials on various grade levels dealing with health, housing, food, and clothing with special attention to regional and state needs and resources. Another project seeking improvement in rural housing (Rural Housing Program)

has been launched. Such efforts as these hold promise for the future for helping the schools lead the way in developing a better standard of living through a wiser use of resources.

There are several special programs of the higher institutions which contribute directly to better resources-use. One of these is the Agricultural Experiment Station of the University. The work of this agency in experimenting with better use of soils and the development of various plants and animals best suited for the Florida climate is well known. Another similar agency is the Industrial Experiment and Research Station at the University. The school service programs of the University of Florida, Florida State College for Women, and the Florida A. and M. College are directing attention to the role of the public schools in teaching people to use resources better. In the education of adults there are several agencies working in this direction.

In spite of the bright spots in the programs of the higher institutions, general education at this level does not give adequate attention to the problems relating to the people of the state and to the resources which are available for their use. This deficiency is particularly to be deplored in the pre-service and in-service education of teachers.

IMPLICATIONS FOR PLANNING AN EDUCATIONAL PROGRAM FOR FLORIDA

The data presented in this chapter have been used as bases for many recommendations submitted in subsequent chapters. They are presented here in the belief that they will be helpful to citizens of Florida in understanding and evaluating the recommendations that follow.

Since this is the first time representative citizens of Florida have attempted a complete study of the educational program in all of its ramifications, and since it is improbable that another comprehensive study will be undertaken for a number of years in the future, it is of the utmost importance that citizens of Florida and their representatives in the Legislature face realistically the issues which are involved and show courage and vision in planning for improvement.

In many respects, citizens of Florida may be satisfied by comparisons with neighboring states of the South. However, Florida

now has reason to aspire to leadership among all of the states of the union, and should, therefore, compare its progress with that of leading states rather than with the progress of its closest neighbors which are not as able financially as some other states.

Expenditures for a good educational program should not be considered as philanthropic contributions. Neither should expenditures for teacher salaries be considered solely in the light of justice to teachers. Within limits of reason, money spent on developing the educational program may be regarded as an investment which will bring tangible economic returns as well as the many intangible contributions to the lives of the people. There is no question about Florida's ability to provide a better educational program for its citizens.

Several important concepts have become increasingly clear during recent years. First, the concept of school administration and finance based on the small isolated community is no longer tenable; second, tremendous variations in the ratio of children to the total population and in economic resources make it imperative that more be done toward equalization of educational opportunity without stifling the initiative of sections that wish to go beyond a minimum acceptable program; third, there is still need for clarification of functions of lay boards as policy-making bodies distinguished from the executive function of carrying out these policies.

Since Florida is one of the two fastest growing states in the union, its possibilities are almost unlimited if the people of Florida have enough vision to provide adequate educational opportunities for its citizens. In-migration of people has accounted for most of the phenomenal growth of population. A large number of these new citizens are in need of adult education planned to help them adjust to Florida conditions.

Although the gap has been rapidly closing in recent years, Negro schools have not received their rightful share of facilities and financial support. The recommendations in this report are made on the assumption that an equitable foundation program of education will be provided for each and every child in the state. However, because of the relatively greater inadequacies in schools for Negroes, it seems desirable to call special attention to the need of bringing these schools up to standard as quickly as possible. The proportion of Negroes is higher in rural than in urban areas. As rapidly as buildings can be provided for them in logical school centers, transportation should be provided with the double purpose of providing better educational opportunities and of eliminating the waste of ineffective small units.

A number of counties have no logical centers for high schools except in the county seat. The number of special school tax districts is unreasonably high. Ordinarily, an area which does not contain a logical center for a twelve-grade school program is too small to serve as a logical unit of school administration. The need for reducing the number of or eliminating school tax districts in the state is urgent.

The discrepancy in facilities and support between urban and rural schools is as marked as the discrepancy between white and Negro

schools. The population of the north and west section is largely rural. Equalization of educational opportunity is of vital importance in improving the school situation in this section and in raising its level of economic efficiency.

The need for improving financial support is urgent. Figures presented in this chapter show that Florida does not compare favorably with the nation and that Florida is not doing as well as could be expected.

The low average per capita income in Florida indicates that the school program should more definitely commit itself to the responsibility of improving the economic status of the people. Similarly, the quality of housing in the state suggests another highly important emphasis for the curriculum.

The figures given in this chapter show that our health levels are deplorably low. Obviously, the schools should give increased attention to health and physical education instruction, to medical examinations, to school lunchrooms and other forms of instruction in nutrition, and to demonstration of best sanitary practices.

A critical problem facing the state relates to the underground water supply. This problem has its ramifications in health, agricultural and industrial development. Evidently the legal approach to the solution of this problem is dependent upon the educational approach.

Forests and forestry products are so important in the state's economy that they deserve emphasis in the curriculum. In the public schools and in the general education program of the colleges and universities the principal objectives should be the dissemination of general information for the development of intelligent civic attitudes. In one of the institutions of higher learning there should be an excellent curriculum in forestry management and provisions for research in forestry.

Since phosphates are of such great importance in the agricultural economy of the nation, and since Florida is one of the two states of the union having large resources in phosphates, proper attitudes regarding their conservation should be a general objective in the curriculum. There should be a development of sentiment for processing more phosphates in the state and for using them more generally in the improvement of Florida's acres.

An expanded program of vocational education, planned as an integral part of the total program, is needed. Particular attention should be given to work in connection with forests and forestry products, truck farming, citrus, hotels, and cattle industry.

Continental United States contains only a limited amount of land with climate comparable to Florida's. This fact is of great importance in attracting both temporary and permanent visitors from other states. It is of importance for truck farming, fruit production, dairying, and beef production. Cognizance should be taken of this factor in planning educational programs in agriculture, in providing agricultural extension service, and in agricultural research.

Florida's cattle industry can assume much larger importance than it has at the present time. Its problems deserve attention not only in courses for specialization in college or university, but also in the

general education program at all levels. At times, the interests of cattle owners seem to run counter to those of other groups; for example, there is the problem of cattle on the highway and the problem of damage to forests and wild life through the burning of forests for pasture. The school curriculum cannot escape responsibility for presenting all of the facts related to such problems to the end that these problems may be solved to the greatest good to the greatest number.

The recreational facilities of the state are far less adequate for children and youth than for tourists. In many communities this responsibility must be assumed exclusively by the schools. In all other communities, the school should feel a responsibility for coordination of recreational facilities of all agencies.

The improvement of the curriculum is largely a matter of improving teachers. This, in turn, is dependent upon a better program of teacher education, both pre-service and in-service. It is not enough that a teacher be competent to give instruction in his specialized subject field. His general education should be such as to give him a background of information and understanding regarding the problems of the state and its program of education. His philosophy of education should give him a sense of urgency as to the obligations and opportunities of the school in attacking these problems. The institutions of higher learning should make substantial improvements in their programs of teacher education in this regard.

Florida has a reasonably good attendance law but evidently something is wrong with enforcement. Of Florida citizens over 25 years of age, 18 per cent of the white and 70 per cent of the Negro citizens have not completed the sixth grade. The average for the entire state is less than the completion of the eighth grade. The implications for adult education are obvious.

Florida's institutions of higher education should expand their services in the area of research. They could be particularly helpful in studying problems related to housing designs and materials, to the commercial utilization of by-products and materials which now have no commercial value such as forest waste and palmetto root fibre, to fisheries, all types of agriculture and road management, forestry, beef production, dairying.

Although Florida has several major problems which retard industrial development, it is important that its possibilities be developed. If opportunities for making a living can be increased, Florida will continue to have a growing population. Industrial research is, therefore, important.

Florida's peculiar location in the hemisphere necessitates its assuming responsibility beyond its own borders at the higher education level. The state should not only prepare its own people for service here and elsewhere, but should also offer educational opportunities to citizens of other states and nations on terms that are mutually advantageous. Numbers of students are necessary if such a varied program in higher institutions is to be feasible. Out-of-state students paying their part of the financial load would be a decided aid to our institutions of higher learning. Florida has the unique possibility of attracting students from other states of the union and from the countries to the south.

SUMMARY OF RECOMMENDATIONS

1. *Florida should help to assure a better future for the citizens of the state by making a much larger investment in public education.* Studies show that money spent for education is a highly desirable and profitable investment, paying rich dividends in better and more productive citizens and higher standards of living.

2. *Careful but bold planning should be undertaken in an effort to assure an adequate program of education.* The facts indicate that Florida will continue to grow rapidly in population and economic ability. Proper planning will help to assure the development of better schools and colleges which will be an important factor in helping to bring about progress.

3. *Variations in the distribution of children in proportion to the total population, of educational status of adults, of physical resources and economic ability, point to the necessity of greater equalization of educational opportunity.* In general, the counties with the largest proportion of children have the least ability to support an educational program. The proportion of children ranges from 2.4 for every ten adults in one county to 6.5 in another; the income per instruction unit from a one mill levy ranges from about \$18 in one county to about \$280 in the most wealthy county.

4. *The tendency toward closing the gap between the opportunities which have been provided in urban and rural schools, elementary and high schools and white and Negro schools should be accelerated.* Although Florida has had a county unit system in theory for many years the existence of local tax districts and the influences of traditional practices have tended to perpetuate undesirable inequalities.

5. *School districts, county and local school organization and administration, and methods of financing schools should be modified to conform to the needs of a civilization which has changed rapidly during recent years.* Modern roads and transportation, changes in the economic structure and improved procedures in administration point to the desirability of a re-evaluation of the present educational structure in Florida.

6. *The curriculum of the schools and colleges should include and emphasize those factors and experiences which help to solve urgent problems such as health, housing, low income of citizens and depletion of natural resources.* Merely teaching facts about Florida does not

go far enough to meet the needs. The curriculum of both the public schools and colleges should be much more functional and should include the activities and practical applications which will assure that needed changes will be made.

7. *The schools and colleges of Florida should definitely and consciously embark on a program which is designed to improve the ability of the citizens to understand and utilize wisely the resources of the state and thereby to improve their level of living.* The development of capable citizens who have the skills, abilities and character needed to enable them to use their resources advantageously and to live and serve as useful and desirable members of a democratic society should be a primary objective of the educational program.

8. *Much greater emphasis should be placed on practical programs of adult education so as to prepare a larger proportion of the citizens to face and help to solve the problems of the state.* If the basic problems in Florida are to be solved every avenue and approach should be used. A larger proportion of well-educated adult citizens will be essential.

9. *Florida can and should make great advances in providing and supporting a much better educational program during coming years.* Florida has much greater ability to support an adequate program of education than most states in this region; yet today Florida stands practically at the bottom of all states in effort as measured by educational expenditures compared with ability.

CHAPTER II

THE INSTRUCTIONAL PROGRAM

Of utmost importance to the state and its citizens is the nature of the educational program. The type of citizenship and standard of living which Florida will have tomorrow depend upon the kind and quality of instruction given in our schools today.

Too often in the past the opportunities for learning have been seriously limited by existing patterns of administration and financial support. It must be recognized that both lay leaders and professional groups have a place in determining what education should seek to accomplish and how broad the instructional program should be.

PURPOSES OF EDUCATION

The primary purpose of the school in Florida as in other states is to develop individuals who will participate constructively in the democratic way of life and will contribute definitely to an improved standard of living.

Citizens' Opinion on Educational Purposes

A check list was used to obtain opinions of representative citizens of Florida on the major purposes of education. There was general agreement on eight out of ten items listed. More than 90 per cent of those responding considered it very important that schools:

1. Teach pupils the tools of learning—reading, writing, arithmetic.
2. Train for good citizenship.
3. Help to develop good character and an understanding and daily use of sound moral principles.
4. Create good health habits and improve individual and community health.
5. Help develop a higher standard of living and more effective use of resources.

From 75 to 80 per cent were agreed that the schools should (1) develop skills and attitudes needed for success in some vocation, (2) develop better national and world understanding and tolerance, (3)

educate for improved family life and for better use of leisure time. There was considerable disagreement with respect to the two items: (1) prepare *all* students for college and (2) develop a better understanding of Florida, its history and relationships.

It should be pointed out, however, that agreement upon general objectives does not solve the problem of what the schools should teach or what methods they should use in order to realize their general aims.

Democratic, Over-All Point of View Necessary.

The approach to character training, citizenship, command over the tools of learning and vocational efficiency must take into account the wide diversity of our people. Democracy, itself, in the thinking of some people involves following blindly certain established patterns of conduct; others insist that freedom to change patterns and to seek fuller truth and justice is the keystone of the democratic process. Some would expect the schools alone to do the entire job of citizenship and character education, while others would emphasize the total effect of home, school and community upon the building of character in an individual.

While it is easy to say that the schools are loaded with "traditional subjects" or with "new-fangled nonsense" nothing can or will be done to relieve the situation until a clear understanding of what schools should strive for is reached. Decisions on these matters need to be made at the local as well as at the state level; they should be reached, however, through democratic processes and not through autocratic prescription.

SCOPE OF PROGRAM OFFERED

The total educational program, if it is to accomplish all of the purposes discussed in the preceding section, must exert an influence over the individual from early childhood through his adult years. At present Florida provides for only a part of this span, ignoring entirely the age period before six, and providing in no very definite way for post-high school education except for those going to institutions of higher learning. The adults of the state, too, need additional training if they are to carry out fully their responsibilities vocationally and as citizens concerned with improving living in Florida.

Present Provisions at Different Levels

The following statements summarize the present situation and needs with respect to education at the several age levels and for different groups of the population.

1. *Education for Five-Year Olds.* The school laws make it possible for tax money to be collected and spent on kindergartens but no state appropriations are available. This is a very critical period and it is probable much failure in the first grade could be eliminated by making kindergarten facilities available in centers desiring them, and willing to put forth local effort consistent with their need and ability to pay.

2. *Elementary and Secondary Education.* This constitutes at present the bulk of the total school program. Recommendations are made in subsequent chapters for expanding and improving the program at these levels. This program needs strengthening particularly in rural schools, Negro schools, small high schools, and in underprivileged sections of urban areas.

3. *Junior Colleges and Post-High School Work.* There is no general provision at this level for terminal courses of either a general or vocational nature, as a part or extension of the high school. As recommended later in the report, junior colleges should be established only at strategic centers and should carry both a general and vocational emphasis.

4. *Adult Education.* Work with adults is now centered largely in the General Extension Division, Agricultural Extension Service and Vocational Rehabilitation Division of the State Department of Education. The illiterates and non-citizens of the state need immediate attention. Civic, economic and cultural literacy also poses a problem. Veterans education, well cared for at present, will continue to loom large for some time to come.

5. *Vocational Education.* Because vocational education looms large as a phase of total education, a later chapter will discuss the various aspects. A very important issue—that of the relationship of vocational and general education is being worked out at the present time. By regarding the two as integral parts of total education, dual, competing systems are being wisely avoided.

6. *Education for Exceptional Children.* Provision is now made in law for computing special state-aid units to assist in instruction for the physically handicapped and mentally retarded. The emotionally unadjusted child and in fact many types of exceptional children are not receiving adequate consideration at present. Any proposed legislation needs to respect the principle *that education for exceptional children is a part of "total education"*. In a sense, every child is "exceptional"; pupils who are very bright and potential leaders as well as the maladjusted, deficient or handicapped also need careful guidance and attention. Florida is only beginning its program for the exceptional child and should seek to avoid many of the mistakes made by older states.

A sampling poll of public opinion shows that 2 out of every 3 citizens favor establishment of kindergartens; and 4 out of 5 favor the addition of junior colleges to provide general and vocational

training beyond that now provided. Educational programs for adults were favored by 3 out of 4. Making the educational buildings and services available on a year-round basis was approved by more than a 7 to 1 ratio.

With respect to expanding such programs as school lunch, and providing facilities for testing and guidance there was almost one hundred per cent acceptance. It should be noted that the citizens were asked in this inquiry not merely, "Are these desirable?" but "Which of these should be included in the *tax-supported* program?"

Suggested Criteria Governing Expansion

The facts and opinions presented above would indicate that Florida is not now providing as wide a range of educational opportunity as the needs of the people would demand. Furthermore, a large number of citizens feel that certain immediate expansions can and should be provided. The problem of determining just what enrichment and expansion can and should be brought about is not an easy or simple one. The following should be taken into consideration in planning for additional and expanded instructional opportunities:

1. Nothing should be done which would reduce the level of support and maintenance for present services at the public schools and colleges.

2. Before new services are established the need for them and extent of use should be thoroughly investigated. Coordination of the new services so that they become an integral part of "total service" of the school system is important.

3. While some financial stimulation to new enterprises such as kindergartens and junior colleges may properly be given by the state, the need for such services and the financial effort which should be required locally, based upon local ability to pay, must be carefully defined.

4. The state should give freedom to counties to extend the scope of educational opportunity locally, but should insist that this be done without jeopardizing the regular program for which primary obligation has been assumed.

A great number of factors influence the speed with which the new tasks may be undertaken. For example, the shortage of teachers and building space, taken in conjunction with an unprecedented rise in elementary school enrollment may delay the setting up of kindergartens on a large scale, even though some state funds were made available immediately.

BREADTH OF THE PROGRAM—THE CURRICULUM

As the character of living changes, the educational program of the school must also change. When the family unit supplied recreational and work experience for the growing child, these were not a function of the school. When safety hazards and adequate water supply were not problems faced by Florida's citizens, there was no demand for instruction regarding such matters.

Today, the ability to drive a car safely and to understand the state's problems of water supply have taken a place along with the ability to read and write as the earmarks of an educated citizen. By an overwhelming vote, the citizens have indicated they want the schools to give proper emphasis to safety, health resources, social adjustment, and preparation for earning a livelihood. Certain lacks with respect to facilities and staff must be remedied before the broad program thus indicated becomes an actuality.

Program Limited by Lack of Materials

The breadth of the educational opportunity is narrowed in many schools because of lack of instructional materials. The consultants checking conditions in three typical counties with least financial support found an almost total absence of appropriate library books, music or art materials, recordings, radios, motion pictures, or shop facilities.

Observers noted, on the other hand, that such teaching materials were generally available to the schools in the three counties having the highest level of support. County film service, adequate libraries within elementary as well as secondary buildings, sometimes a full-time or part-time librarian to assist the elementary pupils in selecting their books or in finding reference material were in evidence. It should be noted that along with facilities goes, most often, the joy and zest for better teaching and learning.

Although the compilation of *replies from citizens reveals an interest in a broad program* of education with much attention to individual interests and needs, it was evident that *staff and facilities necessary to render guidance services, individualized instruction and health care are not now available even in the counties with highest support.*

Opportunities Limited by Lack of Time

With bus transportation of pupils, there is a definite limit to

which the school day can be expanded. At present, there is not sufficient time to carry on with pupils all of the worthwhile activities for well-rounded educational development. If "education" is to include work experience, recreational activity, practical application of what is being learned to daily life, social guidance, including the building of character and good citizenship, health instruction, preparation for family life and adequate vocational opportunity, the school year must ultimately be expanded. This does not mean, however, that the present restricted offering will be prolonged to cover a 12-month period.

Questionnaire returns reveal *overwhelming acceptance by citizens of the idea that school buildings, facilities, and staff should be accessible during summer months*. If the schools are to assist fully in combating juvenile delinquency and in providing wholesome year-round guidance for children and youth, such a step is needed. Such a plan would involve opportunities during summer months for pupils (1) to make up deficiencies accumulated during the regular school year, (2) to participate in library reading, creative art work, music, band, glee club, (3) to engage in travel, camping or recreational activities under teacher guidance, (4) to receive counselling and guidance for which teachers have too limited time during the nine months of regular school work, (5) to use shop facilities, and (6) to do the actual practice in connection with courses in driver training now being urged for inclusion in the program of study.

It should be noted that the citizens have provided school plants and facilities at a considerable cost; not to use these fully appears to be comparable waste to that in business resulting from shutting down a factory while overhead costs still continued. Adults, too, would profit from such a program, particularly in rural areas where the school could serve as the canning center, farm machine repair center, and the library and recreational center.

Reconsideration of Entire Program Necessary

It has been pointed out that as the state changes and the field of knowledge expands schools are called upon to meet new problems and needs. A subject offered in the school cannot be judged as being either desirable or undesirable solely upon the basis of the length of time it has been offered. The expansion of the program offering of the schools cannot go on indefinitely unless, at the same time, a corresponding elimination takes place. The solution to the

problem of new essential (expanded) offerings versus the old essential (restricted) offerings lies in re-evaluating both. How important a topic or subject is to the welfare of the state and to the needs of the individual should be the deciding factor.

It should be pointed out that names given to subjects taught in schools reveal little of the nature and purpose of the instruction offered. An examination of the program of studies offered in Florida schools in 1920 and that of 1940 shows on the surface of things little change. English, mathematics, science, foreign language and other fields have consistently been included. A streamlining of courses so as to avoid stereotyped material which no longer is essential to successful living is, therefore, necessary. The problem is not the simple one of adding some subjects to the curriculum and dropping out others. Nor is it a matter which can be accomplished through directives from state or local authority. *What is taught in the individual school will not be changed until the thinking of each classroom teacher and principal is changed. To a very considerable degree the attitude of the lay public as well as that of school officials must also be changed, if there is to be real progress.*

RELATING AND UNIFYING THE PROGRAM

Good instruction depends in large measure upon careful planning and coordination of the educational program. Education, so far as the pupil is concerned, needs to be continuous and cumulative in its effect. A proper foundation in the elementary grades is essential to later success. A good vocational program and a good program for the general development of the individual must go hand in hand. Children living in rural areas deserve opportunities equivalent to those in favored urban centers. The instructional program in Florida, as in many other states, must be further equalized and brought into a "common focus".

Elementary and Secondary Schools. The situation in Florida at the present time indicates there is much to be accomplished toward unifying or bringing into "common focus" elementary and secondary schools. Even in centers where there is a supervising principal presumably in charge of high school and one or more elementary schools, the consultants found a need for further unification of the program. In some instances, the faculties of the elementary and secondary schools held such different points of view as to make it almost incomprehensible to the observer that they existed side by side.

The problem of bringing into "common focus" the instructional program at all levels is one that has not been satisfactorily solved

in any state. Only a part of the difficulty may be solved through administrative control. Clarification of the purposes of instruction, agreement upon desirable methods of teaching and classifying pupils, definition of common goals to be reached—these, and other important considerations await patient, long-range attack.

The need for relating the work of secondary schools and the colleges is urgent. Some of the criticism now directed at the high schools might with equal justification be directed at indefensible entrance requirements, especially those set by some nationally-known private colleges. The high schools of the state cannot and should not limit their programs to meeting college entrance requirements. Success in college of the graduates of a local high school cannot be made the sole test of its efficiency. The subject matter and teaching methods at the college level may be quite as much in need of revision.

The lay public needs to abandon the idea that every high school graduate should be able to succeed in any college in the country. The high schools are now dealing with pupils of a wide range of interest and ability. The fact that some graduates cannot enter colleges of their choice because they do not have the proper units for entrance cannot be blamed entirely upon the school staff. Parents, too, should bear a part of the criticism in case the school is not advised early in the high school career of the pupil regarding the institution and college course to be selected. Furthermore, if the public will in the future so finance its schools as to provide personnel to carry on a guidance service which is adequate, such difficulties will tend to disappear.

Florida in its state policies has not intentionally discriminated against elementary schools. Generally speaking, however, the elementary schools have been housed in the poorer buildings, given fewer college graduates for the teaching staff, operated with more pupils assigned to each teacher, provided with less in the way of instructional facilities, and until 1945-46 operated for a shorter length of term.

Rural and Urban Schools. Almost without exception, observations in representative counties showed that the more remote the school was from the population center, the less adequate were its program and facilities. Few or no library books and teaching materials, emergency teachers, routine learning, irregular attendance, and constantly changing personnel characterize many of the situations observed. Certain blighted, neglected sections in the larger cities also contained schools distinctly inferior to those located in high-class residential areas. *If Florida is concerned with lifting the level of all its future citizens, upgrading of opportunity within counties and cities as well as on a state-wide basis must be considered.*

Florida is fortunate in having a common direction to its educational program for both rural and urban schools through the county school systems. While it is desirable that programs remain flexible and capable of adjustment to local conditions, certain common types of problems remain problems for every locality. One can neither predict that rural dwellers will always remain in the country nor that city people will continue to live in urban centers. A part of the purpose of education lies in taking individuals in their thinking, understanding and appreciation beyond the immediate and local surroundings. While rural schools are not as the situation now exists in a favorable position with respect to obtaining teachers, state policy has been correct in establishing a standard teaching certificate with comparable requirements for teaching in rural and in urban schools, and in developing programs of study broad enough for adaptation to both.

White and Negro Schools. Again, with respect to instruction for Negroes, Florida has developed its program soundly. Negroes have some particular needs due to their background and employment possibilities, but, in the main, their needs for improved health, knowledge of the state's resources, good citizenship training, and so on parallel those of whites. Both vocational and general civic education are needed.

Observers found, however, that the Negro schools visited, like the white rural schools visited, were sorely in need of equipment, buildings, and leadership at the individual school level—even more so. The program was frequently limited through maintenance of too many small centers. Coordination of Negro schools in many instances is extremely difficult due to their isolation and to lack of personnel willing to live in isolated districts. Through liaison committees and instructional leaders of the Negro race, proper coordination of Negro education within the total county-wide and state-wide programs of education can be achieved. Past state and local policies leading to this end are sound and should be continued and further emphasized.

Vocational and General Education. At no time is it more important to think of education as being "all of one piece" than when dealing with vocational and general education. The history of vocational emphasis in Florida's educational system has been no different from that found in other states. Federal funds were used to stimulate schools to give attention to a phase of education long neglected. Lay citizens were quick to see the dollar-and-cents value of such training. Some educators, steeped in the academic side of the program, wanted nothing to do with "trade training". Others decried general training and insisted that vocational education alone was truly worthwhile. Citizens of the state, too, have continued to exhibit a wide difference of opinion—some feeling that only general education is valuable and others feeling that vocational education is all-important. Fortunately, both of these extreme viewpoints are now being harmonized.

THE PROGRAM OF STUDIES

The program of studies is designed to set up a framework for insuring the teaching of those things which are thought to be of most worth. In Florida, as in other states, tradition and inertia keep certain things in the program beyond that time when the need for them is manifest. On the other hand, there is simply not enough time to include every new topic or subject which some particular group feels is important. Florida is fortunate in that it has had little program making by legislative fiat.

In both elementary and high school ample time and emphasis is given to such studies as English, science, mathematics and social studies which include geography and history. Health and safety are closely related to science, and in the elementary grades it is recommended that the three be combined. The high school program of studies by requiring that approximately half of the work for graduation be devoted to basic studies pertinent to general educa-

tion is very much in line with such recent pronouncements as that contained in the Harvard Report.

The Florida program of studies, as the program actually functions in the schools, needs broadening and enriching. Florida lags behind most states in provision for art, music, hand work requiring simple shop tools, dramatics, radio training and technical subjects not comprehended by the vocational offerings subsidized by the Federal Government. The lag in part may be due to a lack of vision and planning, but, in great measure, is due to the impoverished conditions—to lack of money for facilities and staff.

Factors that Limit the Program Offered

Certain other factors also account for the limited offerings. The role played by tradition should not be underestimated. Worthy activities in the schools may be killed almost overnight if the public through misinformation or design brands such highly important subjects as music, art and physical education as “fads and frills”. Any sort of shopwork takes limited equipment—something more than a desk and a textbook. Many Florida schools have not been well enough nourished financially to attempt such offerings.

The large number of small high schools will continue to be unable, without excessive costs, to offer anything but a minimum program where every subject offered becomes essentially a required subject, because no other choice is available to the student unless he can go to a larger school. To cover all of the subjects which pupils want and need requires a faculty three to five times as large as can be employed with the budget available to a small high school of fewer than 200 pupils.

Responsibility of the State

Under Florida law, responsibility for recommending courses of study and textbook needs rests with a courses of study committee (Section 233.03). Recommendations by this group are transmitted to the State Superintendent of Public Instruction who prepares supplementary recommendations if necessary and refers them to the State Board of Education for final action. In practically every instance, the recommendations of the committee have been approved. The readiness of the State Board to give serious consideration to such professional recommendations is commendable.

Florida, properly, has provided only a general framework for the

building of programs of study in local schools. The teaching guides and courses of study issued by the State of Florida, under sponsorship of the Department of Education have covered a wide variety of subjects. The wide sale and interest which these bulletins have had outside Florida as well as within the state would indicate their value and usefulness.

If properly *used and adapted* to the situation existing in every local elementary and secondary school in Florida, much progress should result. The survey staff found, however, that such use was *not universal or even widespread*. The county supervisory program, along with a further stabilization of the teaching personnel, should result in more extended use of the excellent guides to instruction in Florida.

If the state is to continue putting money and effort into the production of such materials, it should make better provisions to insure their use. The teacher-education institutions should play a vital role in this regard.

Responsibility of Curriculum Making at Different Administrative Levels

Florida cannot have an adequate program of studies functioning in every school with state effort alone. The efforts of the State Department of Education and the state supervisory staff must be supplemented by county-wide effort under the leadership of the county superintendent, supervisor, and council of principals. This in turn pre-supposes activity in every local school by the principal and faculty.

The following statements outline in a general way the responsibilities of leadership at each level:

1. It is the function of the state staff after counselling with local school personnel to provide general guides for improving instruction and to give assistance to counties and school systems in interpreting and adapting such materials.

2. It is the responsibility of leadership at the county level to coordinate the program and to work out definite county-wide policies and plans.

3. It is the responsibility of the principal and faculty of each school to study local conditions, consider county and state recommendations for improvement of instruction and to develop school-wide policies and plans.

4. It is the duty of each teacher to plan his work in relationship

to school-wide policies and plans, adapting these to the needs of his own pupils.

The consultants found that these local responsibilities were well carried out in a few instances and hardly touched in many others. Principals either through lack of time for supervision or training in supervision, or because they were more interested in the administrative side of school work or because they did not have access to enough of the teachers' time, have not succeeded, in many instances, in developing a satisfactory instructional program.

DEVELOPING EFFECTIVE INSTRUCTIONAL PROCEDURES

The end result of all educational planning is that which happens in the thinking, feeling and doing of the pupil. The program of studies may be well organized, adequate instructional materials may be at hand, but the "know-how" of the teacher is still the key to successful learning. This "know-how" is a broad and general thing but at times must be quite definite and specific. There are many ways to teach but if the methods of approach are arbitrarily changed on the child in the midst of his learning, confusion often results.

Goals and Procedures Need Clarifying

The end of supervisory leadership at every level cannot be that of standardizing and stereotyping teaching and learning. *Rather it is the function of supervision to bring certain basic principles and purposes of learning to the attention of the teacher and to develop his or her initiative in doing a creative job.* The lay public is not often interested in teaching methods unless modern procedures seem not to be getting desired results, run counter to practices used when today's adult was in school, or seem to be running off at extremes sometimes vaguely referred to as "too progressive" or "too traditional".

To bring about a working agreement among teachers as to proper methods and standards of work is one of the challenges of supervision today. Observers who visited schools in the representative counties found no general agreement among teachers with respect to marking, grading or reporting progress of pupils. There would likely be an equal disagreement on the part of the parents and lay public.

The extent to which an attempt was made to confer with parents

regarding pupil progress also varied. Tabulations from the check list for lay citizens also showed confusion as to best procedures. A large number of replies reflected a criticism that schools were not "thorough enough" and at the same time indicated the schools were trying too much to put all children "through the same mill." Routine procedures emphasizing workbooks and textbooks to the exclusion of vital activity and understanding were also condemned by parents.

Approved Procedures Not Uniformly Used

The staff of consultants visiting the schools concentrated upon observing a few procedures which are generally accepted both by teachers and parents. They included: (1) adapting instruction to the learner, (2) stressing understanding of principles rather than isolated facts, (3) developing initiative and self-control by the pupil, (4) using a variety of teaching aids and activities, (5) maintaining a good rapport between pupil and teacher. Although schools in the counties of highest support were rated as using the techniques mentioned above approximately twice as often as those in counties of lowest support, wide differences existed among schools even within the counties of highest support.

Role of State Leadership

In 1945, the Florida Legislature enacted a law which provided \$5 per instruction unit for the purpose of state-wide supervision. The sum available approximated \$80,000 per annum for the biennial period 1945-47. Not all of the funds available were used since it was deemed best to employ personnel only as demand and need dictated. This has been a wise policy. There is some indication, however, that use of some of the remaining portion of the fund for assisting counties in a supervisory way with their financial and building problems will be necessary.

The state supervisory staff at the present time is not legally a part of the State Department of Education. Although there has been excellent coordination with the leadership activities of staff members of the department and those of the state supervisory staff, steps should be taken to close the gap from a legal point of view.

The function of the state supervisory staff should be that of furnishing general leadership and counsel at county and individual school levels. The following criteria suggest scope and direction of state supervision:

1. Through use of county supervisors and principals working cooperatively with teachers develop a clear idea of instructional needs and of a program to meet those needs.
2. Work toward state-wide sharing of the progress and ways of attack found to be successful, locally.
3. Analyze working conditions and plans for improving instruction, locally.
4. Assist in removing obstacles to the extent that this can be done without creating unsatisfactory working relationships.
5. Analyze the potentialities and needs of each county supervisor and guide further development of these individuals both as persons and as professional workers with vision and purpose.
6. Work toward acceptance of responsibility on the part of the school principal for supervisory instruction in his own school, and for developing abilities for discharging such responsibility. The relationships among the superintendent, supervisor, principal, and teacher need to be clarified further through democratic discussion.

Role of the Teacher Training Institutions

The long-range job of providing the basic instruction needed by educational leadership rests with the institutions of higher learning. This means that there needs to be a close relationship between the State Department of Education, the colleges, and the field. A cordial relationship now exists, but more definite steps need be taken to insure even further coordination. For example, it is probable that many valuable suggestions as to the content of courses for prospective teachers could be made by those who face the practical problems in this field.

The following criteria cover, in a general way, the role of the teacher-training institutions in improving instructional procedures:

1. Make as practical as possible the work for preparation of teachers.
2. Continue to expand the programs for teachers in service including workshops and extension teaching.
3. Increase the clinical and consultative services designed to assist public schools discover and solve the needs of children.
4. Continue to make available facilities and staff for developing educational leadership.
5. Insist upon institutional staff members continuing their contact with the field thereby improving the procedures used and the understanding of the problems actually faced by the teacher. (See Chapter XXII for a more complete discussion of teacher education in the institutions of higher learning.)

Role of the County School System

Since the county is the unit for school administration, Florida has

developed a supervisory program at this level. The 1945 Legislature required that counties employ a supervisor in order to receive state aid. While there were some fears that a capable staff to cover each county in this manner could not be found, it now appears that the task has been accomplished reasonably well. There were only five changes in supervisory personnel at the end of the 1945-46 school year, and all but two of these were due to a desire of the supervisor not to return. The fears that supervision would prove unpopular have also turned out to be relatively groundless.

How beneficial the program will be depends upon: (1) the leadership qualities of each supervisor; (2) the degree to which this leadership focuses upon instruction as its primary aim; (3) the extent to which local administrative leadership cooperates in assisting supervisors to be successful; (4) the extent to which good working relationships among teachers, supervisors, and administrators are fostered and maintained; (5) the clarity of vision which supervisors have regarding what constitutes a good instructional program.

In the representative counties selected for study, it appeared that the supervisors were making reasonably satisfactory progress in solving these problems. The necessity of coordinating elementary and secondary schools will make it imperative that supervisors trained primarily for work at one of these levels secure additional training at the other. In large counties where specialists at both levels are employed a general coordinator or director of instruction will have to perform this task.

Accomplishments in the field of instruction do not come overnight. A period of at least five years must elapse before anything like a definite appraisal of the supervisory program inaugurated on a complete-state-coverage basis in 1945 can be given. The fact that county-wide principals' planning groups have been organized, professional libraries begun, better selection (requisitioning) and use of textbooks accomplished, some excellent county courses of study developed, numerous county teachers' workshops or institutes held, and definite plans for interpreting the schools to the public formulated is indicative of real progress.

Role of Individual School Leadership

Regardless of how well the state and county programs of supervision function, the work of the school faculty and the leadership

of the principal can either reinforce or nullify all efforts to improve instruction. A special check of the leadership activities of principals in the counties selected for special study shows that, generally speaking, those in the counties of highest support were doing most in the way of supervisory activity. The following points were checked in detail regarding the activity of the principal as a supervisor: (1) Plans wise use of county supervisor on visits to school, (2) provides opportunity for teachers to help plan the school program, (3) helps teachers with problems, (4) conducts well-planned faculty meetings, (5) plans and uses results of local studies to improve program, (6) cooperates in the development of county-wide program.

It was found that principals in the counties with least support were so loaded with administrative and routine duties, many of which could be handled by a capable clerk, that there was little time left for supervisory work. Part of the solution, therefore, seems to lie in more adequate provision for clerical assistance.

Lay opinion is a powerful factor in determining how the principal spends his time. The community, too frequently, judges the school by the public relations activities of the principal and by the showing made in certain "featured activities" of the student body. In other cases the community loads the principal with a multitude of duties connected with drives of various sorts, and in some instances presses for dismissal of any administrator who insists on doing "school work" rather than "community chores." While community work is necessary, and principals and teachers should participate, this can be overdone. *Principals are likely to continue to pay attention to what the community deems as important.* Further education of principals to familiarize them with desirable instructional procedures is imperative. Far too many principals were found who had been given responsibility for grades 1-12 but who, through lack of training, had been unable to contribute much in the way of leadership to improving instruction at the elementary level.

The following criteria indicate something of the responsibility for good instruction resting upon leadership at the local level:

1. To study continuously local community needs and the interests and abilities of the student body.
2. To adapt state and county plans to the local situation and to go beyond these as critical needs for improvement are discovered.
3. To define with the cooperation of all teachers the common goals of instruction toward which every faculty member will contribute.

4. To develop continuous programs eliminating gaps between various levels of instruction and undesirable variations in teaching procedure.

5. To examine the effectiveness of the program in terms of pupil performance including practical everyday application of learning as well as through written or verbal evidence.

6. To interpret the work of the school to the lay public and to use constructive criticism and reactions in improvement.

EVALUATING THE EFFECTIVENESS OF THE PROGRAM

Many different measures of the effectiveness of the schools need to be considered. Perhaps the best measure of school progress is the way in which the individual functions throughout life—what he stands for, the contribution he makes to community life, the interest he takes in solving the problems of the state, how well he adjusts to critical situations that arise in his own personal and family life and in his role as a citizen. This measure, however, is difficult to apply and is not practicable for use in a study such as this.

In considering the general statements below, it must be recognized that the failure to reach higher goals or success in reaching desirable goals can be attributed only in part for the schools as such. School achievement is the product of many forces including parent cooperation, community pride, economic conditions, living standards and pupil effort and capacity. Some evaluation of efficiency of the schools, speaking from a long-range point, can be obtained through consideration of the measures summarized below. Additional details will be found elsewhere, particularly in the chapters on elementary and secondary education.

Efficiency as Revealed by Results from Standard Tests

While standardized tests were administered in the grades 5, 8 and 11 in all schools of the representative counties selected for special study, it must be admitted that such data, taken alone, would be incomplete. The results show that the pupils in most of the representative counties are achieving as *a whole* about in proportion to their opportunities; that their opportunities have not been adequate, and that the traditional fundamentals have not been any more or perhaps as much neglected as other essentials. Furthermore, the typical student in any one of the three counties of highest financial support far outranks the typical student in any one of the three counties of lowest financial support. This substantiates, in a large

measure, the statement that *Florida is getting about what it pays for* in the way of pupil learning.

Any person familiar with administering and using well constructed tests knows that variation exists in every classroom. If the lay public expects schools to produce a standard product in the sense that an automobile manufacturer does, Florida's instructional program will continue to be criticized. Its average performance can, however, be raised and much can and should be done to deal properly with pupils at the extremes, those doing well but capable of doing more, and those doing poorly and limited in their ability.

Records of Success in College

In general, the testing program conducted by college authorities among the high school seniors throughout Florida, preparatory to "placement" in college, reveals a similar situation. Pupils from small high schools unable to maintain a satisfactory program or staff and pupils from counties of lowest financial support consistently have lower achievement as revealed by the tests; if admitted to college, they are more apt to fail

Since pupils may lead quite satisfactory lives without going to college, school leaders and the lay public must not interpret "satisfactory scores on college placement tests" as the sole indicator of good or poor teaching in the school. Such scores are one index, and *one* only. If, for example, a high school retards or eliminates many pupils before they reach the twelfth grade, its record cannot be deemed as praiseworthy simply because the scores made by its students on college placement tests were "above the average" for the state. On the other hand, consistent failure on the part of pupils who have the intellectual ability, proper home background, including parents who do not over-indulge their offspring and who cooperate fully with school authorities in getting out of their children the highest possible level of work, deserves immediate attention and correction.

Observations of Consultants

Over 125 schools in the counties selected for intensive study were visited by competent observers, many of whom were from outside Florida and none of whom were connected directly or indirectly with any of the individual schools studied.

Again the story is the same. A check list containing a hundred different items was designed to reveal whether or not good teaching procedures were being utilized, adequate aids to instruction were being supplied, broad opportunities for learning and for individual guidance were being provided. Schools in the counties with highest financial support, more adequate programs and more adequate staff received "good" or "fair" on almost every item, as it was checked by at least three evaluators; those in counties of average support received about an equal number of ratings under each of the three classes, "good", "fair", and "poor"; those in counties of lowest support received few or no ratings of "good", only a few "fair", and a preponderance of "poor".

Informal Opinion of Lay Citizens and Students

A check sheet sent to a representative sampling of school patrons distributed widely over Florida reveals that citizens generally have confidence in the schools. About 9 out of each 10 indicated they felt the schools were doing a fair or satisfactory job in teaching the "three R's". Approximately 8 out of 10 thought that character education, education for an understanding of the state's resources, and world understanding were being handled in a fair or satisfactory manner. Greatest dissatisfaction was expressed regarding the attention given by schools to the skills and attitudes needed for success in some vocation, for improved family life, and wise use of leisure. Many citizens emphasized the fact that they wanted more guidance given to pupils. The liberal trend shown by these reactions and comments is heartening and should encourage schools to emphasize the "new essentials" when facilities and staff are provided through additional financial support.

It is interesting to note that citizens generally approved more emphasis on sex education (properly handled), music and art. Driver training was endorsed by 5 out of every 10, extra-curricular activities by 5 out of 8. Only on one item—memorization of details rather than understanding principles—did the lay citizens indicate they felt the schools to be wasting time. This, too, is encouraging and should give the go-ahead signal to teachers who believe in building understanding rather than in encouraging acquisition of encyclopedia information required on radio quiz programs.

Five hundred students entering each of Florida's state institutions of higher learning for the first time this year also were given a

questionnaire. Their reactions to their school experience indicates a need for much more attention in schools to good study habits, guidance, and wise forms of recreation. They felt that the schools should do more to develop student participation in the school program and regretted that more opportunities were not provided whereby they might have developed good speech habits and better techniques for reading and securing information from library sources.

SUMMARY OF OBSERVATIONS

Although considerable improvement of instruction in Florida can be brought about by working directly on instructional problems it is clear that there is a definite relationship between what the pupils learn and the conditions under which the pupils and teachers must work. For that reason a satisfactory instructional program for the schools of the state cannot be expected without needed improvements in organization, administration, housing, finance, and all other related fields.

The efficiency and adequacy of instruction in Florida schools vary considerably. Some counties taken as a whole have good instruction; others, generally, have only fair or poor instruction. Individual schools within these counties and individual classrooms within a particular school often vary from the pattern prevailing for the county as a whole. A careful review of the facts leads to the conclusion that *we are getting about what we pay for*—in terms of money, time, effort, leadership and community interest in our schools.

The following statements cover the major conclusions growing out of the study regarding the efficiency of Florida's instructional program:

(1) Over the state there are many evidences of genuine interest in and efforts to improve the general level of education. On the other hand there are counties and schools in which there is entirely too much complacency and too little progress.

(2) There is still some disagreement and confusion regarding the major objectives of the schools. Some lay citizens and educators apparently think only reading, writing, arithmetic and spelling are important. Most, however, properly include as equally fundamental, or as "other essentials", health, physical fitness, character,

good citizenship, a study of the resources of the state, art, music, and other similar areas.

(3) Staff and facilities are not now available in most schools, even in counties of above average support, to give the broad range of educational opportunity needed. Many schools do not or cannot provide the "other essentials" listed above.

(4) In general, *the adequacy and the degree of efficiency of the program as judged both by what the pupil has a chance to learn and what he does learn vary directly with the level of financial support.* Other factors, however, such as county and local school leadership, teacher initiative, goals accepted by the school and community and home-school cooperation are important. Responsibility for poor results or for good results rests upon the lay public as well as upon the teachers, administrators, and pupils.

(5) The results of tests given to the fifth, eighth and eleventh grade pupils in representative counties show that the average fifth and eighth grade pupil is nearly half a year below the standard on the items tested; that pupils in the counties which have the most funds for schools are nearest the norm; those in the least wealthy counties are from one to two years below; and that students in the larger schools do very much better on items measured than pupils in schools with less than six teachers. In the eleventh grade the pupils are at the norm or above it except in the least wealthy counties where they are very much below.

(6) Wide variations exist in the extent of opportunity afforded pupils and in the efficiency of pupil learning. Particular attention is called to the marked contrast in opportunities generally provided in elementary as compared with secondary, Negro with white, small with large, and rural with urban schools. The dominant type of teaching is still the assign-study-recitation type in spite of the great emphasis on better methods.

(7) Responsibility for improving teaching procedures and for arriving at common goals of instruction is not at present clearly defined, understood or accepted. Generally speaking, a good job has been done through the supervisory program and in organizing curricula at the state level; the application in some counties and individual school systems has been excellent; in others it has been most unsatisfactory.

SUMMARY OF RECOMMENDATIONS

1. *Lay citizens, teachers and school administrators in every community should conscientiously seek to reach agreement on exactly what should be accomplished through the schools, that is, on the objectives and scope of the educational program.* Every means possible should then be used to check periodically on progress and efficiency in attaining these objectives.

2. *The program of education for grades 1-12 should be broadened to include all essentials and at the same time it should be properly unified.* It should be clearly understood that the schools are to give proper emphasis to and do a thorough job with health, character, good citizenship and similar important aspects of living as well as with the commonly recognized "three R's" and that all of these are essentials. In fact, the entire program should definitely be pointed toward and designed to contribute more directly to the development of character and citizenship in the broad sense, not through isolated courses but through the entire curriculum. The educational program needs particularly to be unified with respect to objectives and teaching methods among the various classrooms of a single school, between elementary and secondary schools and among the various schools in a county. The unification can best be brought about, however, through democratic planning and cooperation and not through prescription from above.

3. *Educational opportunity should be extended upward to include the thirteenth and fourteenth (junior college) grades and adult education; it also should be extended downward to include at least the kindergarten.* Without these extensions Florida's program will not be as satisfactory as that found in many other states. Florida's youth and adults will be subjected to unfair competition from those having better education, and Florida's problems and resources will not receive proper attention.

4. *The qualifications, understanding and skill of teachers, administrators, and supervisors should be improved.* Florida will have better instruction in every classroom only when teachers and principals in each local school unit work more cooperatively and effectively to build a program at the local level that meets the needs of every child. Generally speaking, one of the most urgent needs is for the qualifications and leadership abilities of principals and superintendents to be improved. However, better qualifications and

leadership are essential at all levels. Suggestions for improving instruction developed at the state and county levels need to be adapted for use by each school and classroom.

5. *Compensation sufficient to attract and hold competent teachers and administrators and definite provision for time for planning and doing a thorough job should be assured and are necessary.* Competent personnel cannot be attracted or retained by salaries now paid. Moreover, principals, guidance counsellors, librarians and other special instructional personnel should be expected to serve year-round and should be paid on that basis. Teachers should be paid on a twelve months basis and should serve at least one month when school is not in regular session—that is, at least 10 months—in order to have opportunity to plan and carry out a satisfactory program. Adequate financial provision must be made before this objective can be attained.

6. *Responsibility for improving the instructional program should be clarified and adequate leadership developed.* Florida cannot develop the necessary leadership or get each individual or institution to assume proper responsibility for improvement of instruction unless all of those concerned participate constructively in getting the job done. The institutions of higher learning, the state supervisory staff, the county superintendent, the supervisor, the school principal and the teacher each has a place and a function to perform. Lay opinion, too, is a powerful factor in improving instruction. Teachers and principals, like other individuals, are likely to give most attention to things the public demands.

7. *Schools should be planned and developed as community educational centers.* In each school there should be a continuing study of the community and its educational needs and a carefully planned program should be developed for adjusting the school to meet those needs. Community materials and resources should be purposefully employed in the instructional program. There seems to be an almost complete lack of this concept in most schools in Florida today.

8. *Classrooms should be made more attractive and better arranged and a wider variety of instructional materials should be provided and used.* An attractive, well arranged classroom improves the opportunities for good teaching; the drab and desolate thrown-together appearance of the classrooms in many counties hinders good teach-

ing. Additional appropriate instructional materials should be provided. Their proper use will greatly aid the teaching process.

9. *Higher and better goals of attainment should be accepted and observed.* Each administrator, principal, teacher and pupil should at all times be expected to do the best work of which he is capable. Slipshod methods and indifferent work should be considered unsatisfactory and unacceptable. This does not mean that every pupil should be expected to reach the same goals at the same time. Such a policy would neglect all pupils who are above the average in ability and eliminate all below the average. Instead, it means that appropriate goals would be set for each pupil and he would then be expected to reach those goals.

10. *The educational program should be replanned to include all essentials.* There is time and opportunity in the school program for everything which is important. Learning experiences of major importance should be singled out for major attention; those of little importance or significance must be minimized or eliminated. If each pupil is to learn how to study, to think through problems, and to make practical applications, emphasis should be placed on these major objectives rather than upon the memorization of unimportant details. Proper use of subject matter and teaching procedures in helping each child become a better adjusted, more helpful, efficient citizen will require greater use of the child study and guidance approach to learning. The chief purpose of teaching is to guide and assist children through helpful learning experiences, not to cover a certain amount of subject matter according to a routine schedule.

11. *The state should prescribe minimum standards to be met by all nursery schools, kindergartens, elementary and secondary schools whether public, private or denominational.* Such standards are necessary to safeguard the interests and welfare of the students and their parents.

CHAPTER III

ELEMENTARY SCHOOLS

The elementary school is or, at any rate, should be a *child's world* where he lives and grows; where by wise guidance he attains a realization of his innate powers and their potentialities in his well-rounded development, mentally, physically, emotionally, and socially. It should be a happy world where he has a sense of belonging—a feeling of security. His school experiences should not be designed as preparation for some dim distant future beyond his understanding, but they should be carefully adjusted to meet his present needs and maturity level. Difficulty of tasks should be gauged to assure a measure of success and encouragement for further study. What the child accomplishes is important to him and the individuals with whom he associates. He should discover for himself the answers to his endless questions—Why? How? When? Where? The elementary school is an integral part of the child's life and of the democratic society in which he lives. It should have the definite aim of assisting boys and girls to realize the major purposes of education as explained in the previous chapter.

Studies made by the consultants show that the opportunities and facilities provided for elementary school children in Florida vary greatly from community to community, from city to country, from white to Negro, and from elementary to secondary schools. They should be *equivalent* or at least much more nearly so if the elementary schools are to face up to what the public expects of them. This objective is recognized overwhelmingly as desirable by citizens of Florida as shown by check list returns.

CHARACTERISTICS OF A SATISFACTORY PROGRAM

A good elementary school program is planned to take care of individual differences in children. In the past, the elementary school has given too little attention to child growth. Unfortunately, this statement still applies to many elementary schools in Florida. The emphasis has been placed upon *achievement* in the elementary school subjects. This emphasis combined with the grading system, promotions, and the undesirable stigma of failure has at times contributed to undesirable emotional and social development and often has not encouraged effective learning. Achievement in a subject has been

tied up with the old ideas of formal discipline, transfer of training and rote memory. In reality learning involves changes in children with reference to a number of items among which are understandings (knowledge), skills, problem solving ability, creative abilities, emotional stability and a great variety of attitudes.

The teacher, who is the most important single factor in achieving these goals, should be well trained, professionally minded, understanding, and alert to the needs of children. Teachers must understand not only how children learn, but also how children grow, and the conditions necessary for both growth and learning of the children under their guidance. They must be able to set up conditions with a high degree of motivation for effective learning.

The school environment should be such as to stimulate the fullest living of which each individual is capable. The classroom should be spacious, well lighted, and enlivened and warmed by a harmonious use of color with attractive furniture and equipment suited to the needs of the children. The daily program should be flexible. *Dividing the day into large blocks of time* provides for desirable continuity in the learning process and helps make possible an integrated instructional program. *Large unit teaching* organized around the interests of children offers a plan for integrating the program. A well-equipped *library* is the heart of the school. Besides being the means of creating within the child a love for books, it should supplement the teaching of the language arts and other school subjects. An *activity program* gives opportunities for children to create, to experiment, to explore, and to plan and evaluate activities.

Democratic living in the classrooms provides for many desirable learnings—cooperation with others, sharing materials, respecting the rights and property of others, assuming responsibility, exercising self control, sticking to a job until it is finished, solving problems, and above all learning to live together—which enable the child to adjust himself to the present and future environment. A *good health program* is of the utmost importance. This includes a health room, a physical checkup for each child, well-planned lunches, rest, and outdoor play with adequate playground equipment.

Art, music, and rhythms are a vital part of the daily program. Instrumental music can extend from the rhythm band in the early

grades to an instrumental ensemble in the upper grades. For improving instruction a *good testing program is a must*. *Audio-visual aids* make for better teaching and furnish immeasurable enrichment to the program. If a school program is to succeed there must be good parent-teacher-child cooperation. This understanding between the home and school helps the child to become a happy integrated personality.

Existing classrooms, school grounds, workrooms, and so on should be modified as rapidly as possible and new buildings should be planned to conform to the point of view of elementary educators and the accepted facts about child growth and learning.

ELEMENTARY SCHOOLS IN FLORIDA

In 1945-46 there were 865 white and 824 Negro or a total of 1,689 elementary schools in Florida. Nearly half of these were one and two-teacher schools. Of the white schools, 124 were listed as one-teacher and 97 as two-teacher schools. In spite of the fact that Negroes constitute less than one-fourth of the total population there were 397 Negro one-teacher schools and 158 two-teacher schools.

Elementary schools are neighborhood units and must serve as community centers for the people of the area. *The maximum size should be about 14-16 teacher units (400 to 500 pupils), including kindergartens and grades 1-6; and 18-20 teacher units including kindergarten and grades 1-3.* Best results can be obtained if a teacher has only one grade level in her room. This would mean a minimum size of *seven units (about 200 pupils) including kindergartens* except as transportation problems become too much a handicap for the health and welfare of the small child.

In many of the elementary schools over the state, the principal has been assigned full time teaching duties with no clerical help. *A full time elementary principal should be provided for every school with eight or more classrooms.* This is particularly important in a combined elementary-junior-senior high school where the bulk of the students are in the elementary school. It is poor economy to keep a highly paid principal or teacher doing clerical or secretarial work when they are trained to help teachers and to give guidance, remedial, and counselling services to the boys and girls.

Kindergartens

Florida has only about the same number of children in public kindergartens this year as were enrolled twenty years ago. During recent years only three counties have reported 17 kindergarten centers with a total enrollment averaging about 1,000 white pupils. In 1946-47 Dade County reported 357 pupils, Manatee County 116 and Pinellas County 634.

In 1938, a study of the age-grade progress of children in the elementary schools of the state was made. Examination of this study shows that nearly 30 per cent of all white pupils and 50 per cent of all Negro pupils required two or more years to complete the first grade. This large percentage of failure may be partially explained by the early entrance of many pupils. Many pupils were socially, mentally, physically, and emotionally immature for first grade work. In order to develop this maturity and a readiness for reading these children were being failed so they would have another year for growth and development.

In order to correct this situation three steps were recommended: (1) Children under five years nine months should not be allowed to enter first grade, (2) the curriculum and teaching procedures in grade one should be revised, (3) kindergarten facilities should be provided for more children. During the following years concerted effort has been made to enforce the first two recommendations on a state-wide basis.

In 1945-46, 12.5 per cent of all white pupils and 18.9 per cent of all Negro pupils were enrolled in the first grade. Thus it is apparent that many children are still spending at least two years in this grade and that the state continues to spend considerable money for a reteaching job in the first grade which could largely be avoided if kindergartens were provided.

Extensive studies made in other states have shown that kindergartens have made a decided contribution to success in first grade. Many of the habits of life such as possessiveness, courtesy, self restraint, willfulness, and so on, have been started before the child begins formal schooling. Such patterns rightfully established will tend to steer children away from delinquency tendencies. Money spent in developing early childhood should mean money saved in dealing with juvenile delinquents.

In order to provide a directed period of growth and development

in the early life of the child, *kindergartens should be established and maintained as an integral part of the state educational system and supported in the same manner as other parts of the public school program* in those counties that add from $\frac{1}{4}$ to $\frac{1}{2}$ mill additional tax support to their foundation program. Such programs should be established for a half day of instruction with a lunchroom program for the children. The rest of the day might well be devoted to programs for the instruction and development of the adults of the community for better parenthood.

Qualifications for teaching personnel, certification, curriculum, and equipment should be set up and supervised by the State Department of Education and the State Board of Education. Private kindergartens and private elementary schools should be required to register with the State Department of Education and meet standards set for public kindergartens and public elementary schools. The age of entrance to kindergartens should be four years and nine months on the opening day of school. Provisions should be made at institutions of higher learning for pre-service and in-service training of personnel for kindergartens.

Nursery Schools

County boards should be encouraged to establish nursery schools where needed under existing legislation. The State Department of Education and the State Board of Education should set up standards for maintenance, operation, equipment, and the certification of nursery schools. Private nursery schools, day nurseries, and child care centers should be required to register with the State Department of Education and be subject to supervision by the Department of Education and, when child care is primarily involved, by the State Welfare Board and the State Board of Health.

Age of Entrance to First Grade

The present law provides that children may enter the first grade provided they have reached 5 years 9 months of age by the date school opens and provided they enter within the first month of school. They must enter by the time they reach seven years of age. With the establishment of kindergartens these provisions should be as satisfactory as any which can be established. The ruling of the attorney general which confuses the issues should be clarified, if necessary, by a change in the law.

A few counties have been careless about these provisions and

have permitted underage children to enter the first grade. For the protection of the children this practice should be discontinued.

The Seventh and Eighth Grade Program

About three-fourths of the white elementary pupils and about two-thirds of the Negro pupils in the state are in schools organized on the basis of six years of elementary school work. The remainder are in organizations based on 8 grades which are considered elementary. Many of the 7th and 8th grade elementary pupils are in small schools whose organization does not fit into the prevailing pattern and which consequently works a hardship on the pupils.

At the present time in spite of the contrary provisions in the law, many children drop out of school before completing the eighth grade. This means a severe economic loss to Florida in potentially productive citizens. It is believed that one major reason for these drop-outs lies in the character of educational program now offered to these young people in grades seven and eight, and perhaps in grade nine. This program ranges from a continuation and sometimes a repetition of the intermediate grade program in the upper grades of an elementary school to a departmentalized program of subjects similar to a secondary program when it is organized on a junior high school basis. Too often neither one meets adequately the needs and interests of adolescent boys and girls. Regardless of whether grades seven and eight are part of an elementary school organization or are part of a junior high school, the program should serve the needs of boys and girls. To do so, it should include *basic general education offerings in social studies, science, language arts, mathematics, the arts including industrial and practical arts, shops, home-making and agriculture, health and physical education. A counselling service should be available to all students.*

THE ELEMENTARY SCHOOL CURRICULUM

In Florida, elementary schools exist in combined 6-6 systems, separate 6 year schools, separate 8 year schools, 6-3-3, 8-4, and 6-2-4 systems. The curriculum of the first six grades is required of all students and has no electives. It seeks to develop children in the fundamentals including arithmetic, problems solving measures and practical life problems; the mechanics of written and spoken English; manuscript and cursive handwriting; the history of Florida, of the United States, and the background of modern nations in other parts of the world; people living and working together in Florida, the

United States, Canada, Mexico, Central and South America and other parts of the world; the wonders of scientific life; appreciations and skills of music and art; proper care and respect for our bodies; and the mechanics, skills, and comprehensions of reading the printed word.

Check lists used in visiting schools show that only about one-half of the white and Negro schools attempt to correlate subjects and teach them in related blocks, while about two-thirds of the white and one-half of the Negro schools try to arrange unit time schedules. Only about one-third of the schools attempt to give organized instruction in science. About two-thirds of the schools have a course in Florida history. In most cases the regular teacher handles any music, art and physical education which is provided. About one-third of the schools do not attempt to teach art and over one-half of the Negro schools have no program for teaching music.

The check lists reveal that the average elementary teacher is assigned the responsibility for her pupils in the lunchrooms, on the playground, while waiting for the bus, while waiting for school to open in the morning, and for teaching her own art, music, and physical education where it is being taught.

Some steps should be taken which would lighten the load of the elementary teacher and also make a more effective program of instruction in such subjects as art, music, and physical education. This does not mean that these subjects should be taken over entirely by specialists but the teachers need help to do an effective job in these fields. *Such help could be supplied by having art, music, manipulative arts, and physical education specialists available in every county.*

ACHIEVEMENT OF ELEMENTARY SCHOOL PUPILS

In 1928 extensive standardized testing was carried on in connection with the study being made by the Educational Survey Commission. A series of six tests was given to fourth, sixth, and eighth grade pupils in ten representative counties. There were approximately 1,600 pupils in the fourth grade group, 1,600 in the sixth grade and 1,400 in the eighth grade. The six tests used involved mental maturity, general reading ability, silent reading, mixed fundamentals in arithmetic, reasoning in arithmetic, and spelling. In the fourth grade, both arithmetic tests and the general reading

test results were above average; the mental maturity, silent reading, and spelling were below average. *The best showing was in arithmetic reasoning, the poorest in silent reading.* In the sixth grade, all tests showed the grade from 2 to 5 months below average. In the eighth grade, irregularities were even more marked. The grade was below standard in all areas tested, the scores ranging from one month to one year and two months below average. Surprisingly, the highest area was silent reading (the fourth grades, lowest area) and the lowest was mixed fundamentals in arithmetic (the fourth grades, next to the highest area). The evidence in the arithmetic field was interpreted to indicate a need for more carefully selected material and better methods of instruction, and particularly to point to the need for better diagnosis of difficulties and the use of drill to correct the particular difficulties located.

Standardized testing has been carried on in several counties since 1928, but the data are not in comparable form and therefore cannot be summarized readily. It is interesting to note that in one county, which was also one of the 10 in the 1928 study, testing was carried on in the intermediate grades during a four year period 1941, 1942, 1943, 1944. The fourth grade was two to three months below standard in reading; the fifth and sixth grades about four months below. The fourth and fifth grades were two to three months below average in arithmetic, but the sixth grade was at the norm or one to two months above in arithmetic. The four year period 1941-44 included the time when the curriculum in arithmetic was being modified slightly to permit some reallocation in the introduction of advanced steps in fundamental processes.

Mental Maturity Test Results, 1946-47

The California Mental Maturity Test, which is designed to measure general ability to do school work, was administered in the fall of 1946 to all pupils in the fifth, eighth, and eleventh grades in nine representative counties in the state. Three of these counties were selected because they are representative of the counties showing the highest income for schools; three additional counties are representative of counties with average income per instruction unit; the other three counties are representative of those with the lowest income per instruction unit.

In order to adjust the curriculum to the capacities of the pupils, it is necessary to have some measure of their learning ability. If

the level of difficulty is too low, the superior students will be unchallenged; and if it is too high, the inferior students will be unable to keep up. Thus it is seen that any construction of or evaluation of a school curriculum should take into consideration the ability of those for whom that curriculum is intended.

The following conclusions are based on the results of this study:

1. There is a consistent tendency for the median standing of the pupils in each of the selected counties to parallel that county's standing on income per instruction unit. This seems to mean largely that the pupils in the more wealthy counties have had better background and opportunities. The differences in the highest and lowest income counties are large. In the same grades, the pupils in the highest income counties average more than one year higher than those in the lowest income counties. It is significant that this difference becomes more pronounced in the later grades.

2. There is a slight tendency for the pupils in the larger schools to show superior ability to those in the smaller schools, even in the same county.

3. In all the participating counties the range in ability of those in the same grade is quite large. Thus all the counties are confronted with the problem of adjusting their school offerings to a wide range of abilities.

4. The white and Negro pupils show the same general trends, although the standing of the whites far exceeds that of the Negroes. For example, the average eighth grade white has about the same standing as the average eleventh grade Negro.

5. The median mental ability of the white pupils in the participating counties compares quite favorably with the national median. The pupils in the high income counties are about one-half to one year above the national median; the average income counties tend to agree with the national median; and the low income counties are about one-half to one year below the median.

6. Results of the study lead to the conclusion that scholastic standards which at present would be just and fair for the schools in the counties in the high income bracket would be too high for those in the low income bracket.

It will take a long time to produce any radical change in the various groups. Certainly equalization could not be obtained merely by raising the incomes of the low group although that is necessary and will help greatly over a period of time. At present time an important consideration is to adjust standards according to ability in the various groups.

Achievement Test Results, 1946-47

The achievement tests used, in the study of the nine representative counties, were chosen because they seemed to be the best avail-

able for the survey purposes. However, no such test is perfect in its coverage of the type of learning to be measured, and the type of learning measured must not be thought of as the sum total of all the learning for which a progressive educational system should be striving. Nevertheless the competencies measured should be thought of as both fundamental and desirable.

These points should be kept in mind as the subsequent facts and conclusions are drawn from the test data. For the analysis of the 5th and 8th grades the Stanford Achievement Test was used, testing reading, language usage, arithmetic, literature, social studies, elementary science, and spelling.

The following summary applies to the white schools:

1. If the nine counties studied are taken as representative of the entire state, the elementary schools at the fifth and eighth grade levels are significantly below par. The median pupil of the fifth grade is four months below the expected grade level, while the median of the eighth is six months below expectancy.

2. The spread between the top ten per cent and the bottom ten per cent is almost two and one-half grades in the fifth grade group and almost four and one-half grades in the eighth. This means that teachers in Florida generally are forced to try to meet the needs of pupils in the same grade who are very widely separated in these basic competencies.

3. The size of the school, as represented by the number of teachers, seemingly has a very significant effect on the accomplishment of pupils, since there is a definite decline from the larger to the smaller schools. In the fifth grade, pupils in one and two-teacher schools tend to be nine months behind those in the largest (thirteen or more teachers) schools. This becomes progressively worse, since at the eighth grade level in the small school the median pupil is more than two years behind the pupils in the largest schools. Incidentally, the pupil in the one and two-teacher school who is at the tenth percentile is three full years behind normal eighth grade expectancy.

4. Wealth available is, seemingly, a decided factor in the attainment of pupils at both the fifth and eighth grade levels, since there is a definite decrease from the richest county to the poorest county at all five percentile points for both the fifth and eighth grades.

The decided gap between the richest county and the county with least wealth can best be seen by noting differences at the five percentile points for each of the two grades. For the fifth grade the differences are: at the 90th percentile 1.5 grades; at the 75th, 1.3; at the 50th, 1.0; at the 25th, .8; at the 10th, .5 of a grade. For the eighth grade the figures are: at the 90th percentile, 3.1 grades; at the 75th, 2.4; at the 50th, 2.2; at the 25th, 1.2; and at the 10th, .9 of a grade.

5. As would be expected, an analysis of the combination of wealth available and school-size data indicates the greatest retardation of pupils in the smallest schools in the poorest county as compared with those in the larger schools in the richest county.

6. In comparing median attainment in the seven subject fields, it is significant that only in elementary science in the eighth grade do Florida pupils reach or exceed the norm or expectancy. In this one area the achievement is one-half grade above the norm.

In spelling, in both the fifth grade (.7 of a grade) and the eighth (1.4 grades) the lag behind expectancy is the greatest, with arithmetic at the fifth (.6 of a grade) and literature (1.0 grade) at the eighth next and but little better.

Throughout all the percentile points, achievement in spelling, arithmetic and literature tend to be significantly lower than corresponding percentiles of achievement in the other fields.

The following statements summarize the results in the Negro schools:

1. Even the 90th percentile of the 5th grade is below the norm (5.0) for that grade.

2. The 5th grade median for the combined nine counties is almost one and one-half years below expectancy.

3. The eighth grade data reveal that deficiencies tend to increase with continuance in school since the median for the combined counties is exactly two and one-half years below expectation. The 90th percentile is one full year below the national *median* (8.0) for the beginning eighth grader.

4. Negro school pupils are almost one year behind pupils in white schools at the fifth grade level and this lag increases to two years at the eighth grade level.

The following table gives the median in the various subject fields tested.

Table 1
Median Test Achievement Results in
Subject Fields Tested in Fifth and Eighth Grades

Subject Field	Fifth Grade	Eighth Grade
Reading (white schools)	4.7	7.8
Language (white schools)	4.6	7.8
Arithmetic (white schools)	4.4	7.4
Literature (white schools)	4.5	7.0
Social Studies (white schools)	4.6	7.4
Science (white schools)	4.6	8.5
Spelling (white schools)	4.3	6.6
Median for Whites	4.6	7.4
Median for Negroes	3.7	5.5
Norm for grade	5.0	8.0

AGE-GRADE PROGRESS

Children ordinarily do better work and are better adjusted socially, as well as otherwise, if they are associated with other pupils of approximately their own age group.

A study of age-grade progress was made in Florida schools in 1938 (*Florida School Bulletin*, Vol 1, No. 3, November 15, 1938). Another study was made in 1946-47 in 9 representative counties. The following facts from these studies should be of interest:

1. In the six elementary grades of the white schools in 1937-38, 36.5 per cent of the pupils had made slow progress; that is, had failed one or more times. 25.6 per cent had failed once; 7.4 per cent had failed twice and 1.6 per cent had failed three or more times. In the Negro schools 56.9 per cent had failed one or more times. In 1946-47, 23.4 per cent of the white elementary pupils had failed one or more times and 40.3 per cent of the Negro pupils. Thus the situation seems to have improved somewhat.

2. In the one-teacher white schools in 1937-38, 44.7 per cent had failed one or more times; in the largest schools only 30.8 per cent had failed. Again in 1946-47 the largest per cent of slow progress was found in the one and two-teacher schools and the least in the larger schools.

3. Both studies showed the least satisfactory conditions, on both age-grade and grade-progress in the least wealthy counties. By far the greatest amount of slow progress and over-ageness is found in these counties.

4. In 1946-47 the per cent of slow progress in all grades in the white schools ranged from 47.2 per cent in the county with least wealth to only 19.8 per cent in the county with greatest wealth. In the first grade the range was from 33.1 per cent to 12.2 per cent. In the first grade of the Negro schools the range was from 62.3 per cent to 19.8 per cent.

5. The percentage of rapid progress pupils in the white schools in 1937-38 was 3.1, in the Negro schools, 3.0. In 1946-47 the percentage in the white schools was 2.34 and in the Negro schools, 1.85.

6. In 1937-38, 17.6 per cent of the white pupils and 5.7 per cent of the Negro pupils were underage. In 1946-47 the corresponding percentages were 19.1 and 11.9.

7. In 1937-38, 36.8 per cent of the white pupils and 68.6 per cent of the Negro pupils were over age. In 1946-47 the percentages were 21.3 and 49.9 respectively.

Promotion Policies

Present promotion practices are obviously tending toward *less and less retention* in the grades. With present practices of grouping for instruction the addition of kindergartens, better trained staffs, differentiated programs in the seventh and eighth grades, lighter teaching loads, and more auxiliary services, the need for costly retention of pupils should become less and less.

Recognizing that children and youth develop at different rates, the elementary school program should provide for continuous progress from grade to grade without the frustrations and economic

losses of failure and repetition of grades. This may mean for example, that some pupils will take four years for the three primary grades; or that gifted children would complete the upper grades and be ready somewhat earlier than other children for high school, or that their work will be enriched. This should not be interpreted to mean that slipshod work will be permitted, or that they will be pushed along regardless of achievement, but rather that each one will be expected to achieve up to his capacity, and that more pupils will be kept with their normal age groups.

ELEMENTARY TEACHERS

Nearly 60 per cent of the white elementary teachers and 70 per cent of the Negro teachers have completed less than four years of college work. Nearly one-fifth of the white and one-seventh of the Negro teachers do not even have two years of training beyond high school. In three counties over 75 per cent of the white elementary teachers have less than two years of college training.

Fortunately most counties now have single salary schedules but because of the differences in training between elementary and high school teachers, there are marked differences in salary levels.

The less well-trained elementary teachers commonly have larger classes than high school teachers. The average enrollment per elementary instructional position has ranged from 30 to 31 pupils; in the high schools it has ranged from 26 to 29 pupils during recent years. There have been marked differences in the elementary teacher load among counties and often among schools in the same county. Where the load is excessive satisfactory work cannot be expected; where it is too small the cost per pupil is out of line.

Educators are agreed that it is poor economy in terms of the effect on children to have large classes. Present practice is to have smaller classes in the lower grades. Steps should be taken which would insure kindergartens and first grade classes not larger than 25 or 27 with other grades being maintained at an average of about 30 pupils in enrollment. Apparently this is the intent of the present law.

It is readily agreed that class size should be governed by sound instructional and economic policies. In other words class size cannot be too closely related by the state, yet some reasonable safeguards are necessary.

It is recommended that in the future elementary and high school units be computed on the same number of pupils and that the state prescribe safeguards to help to prevent overloading elementary teachers.

SUPERVISION IN THE ELEMENTARY SCHOOL

Good supervision is a necessary part of any elementary program. It is primarily concerned with studying and bettering the conditions that surround the teaching-learning situation and should ultimately lead to the improvement of the interest, attitudes and work habits of the pupil. The supervisor or principal who has extensive knowledge of the ways in which learning takes place and of the causes of inefficient learning in the elementary age group will work toward developing an improved educational program which will present the children with new and interesting possibilities that will keep them moving forward with zest and initiative. The success depends largely on the skill, training, experience, and good judgment of the supervisor in his effort to unify and coordinate the work of all his fellow workers. He must be democratic in his procedures for enlisting the abilities of teachers and all other co-workers in the co-operative task of improving the classroom teaching as well as all phases of the teaching-learning situation. He must at all times express confidence in his fellow workers, in his interviews, conferences and faculty meetings. Such action should be characterized by interchange of ideas and suggestions with opportunity to present opinions, to differ, and to demonstrate best practices.

The state-wide program of supervision has made a good beginning and has been of material assistance to elementary education. This is the first time instruction (for which the schools are created) has received the attention of a full time, well-trained person in every county in the state. Reports from all over the state indicate the wisdom and far-reaching effects on instruction from this program.

A more intensive program of in-service training is needed in Florida's elementary schools. The expansion of services to a ten month basis would allow greater control over the time of teachers. Workshop programs, summer schools, professional travel, home visitation, and so on, could be required with such a program.

It is too much to expect the typical teacher to fit into local class-

rooms and continue to do an excellent teaching job without such help. County supervisors are providing professional leadership to channel teachers in such programs.

SPECIAL NEEDS

Psychology Services. Schools throughout the state have need for psychological services to assist in solving some of the retarded and maladjusted problem cases. Such services should be established and encouraged with state aid allocated to specific centers. Visiting teachers could help to determine problems and to get pupils into the established centers for observations and recommendations.

Special Classes. Present state regulations contain provisions which allow counties to provide instruction for pupils who are physically handicapped or mentally retarded. For such classes an instruction unit is provided for each ten or more pupils enrolled. The elementary survey revealed that only a few counties provide services for the physically handicapped; fewer for the mentally retarded, or specially gifted children. These services should be extended so that the needs can be met in all counties. Such services are particularly important for elementary age pupils.

Extension of School Services. The elementary school day will need to be extended as broader services and programs are developed. It is not enough to have a nine months school term if the length of the day is to be cut so that children are always being hurried from one activity to another.

Provision should be made to use elementary schools and bus equipment for definite programs of *adult education*. This would include parent-teacher programs, direction of pre-school education, audio-visual, health education, and similar activities. Teachers should be encouraged to visit more in the homes of the pupils. County boards should make funds available for this purpose, and such visitation should become a part of the duties of the teachers, when employment is placed on a ten months basis.

Health Services. The survey brought out the fact that only about half of the white schools had a pre-school health roundup and that only part of these had an effective follow-up health program. In the Negro schools only about one-fourth showed an effective pre-school health roundup, with a follow-up program. Studies in nutrition con-

ducted over the state show the vital necessity of expanding health services. This same condition is reflected in the large number of rejections for military service in Florida.

In the larger counties health units should provide a full time nurse for school health services. Steps should be taken which would assure that definite school services and accomplishments in terms of corrections are carried out every year.

SUMMARY OF OBSERVATIONS AND RECOMMENDATIONS

The foundation of all education is laid during early childhood. If a child fails to get a good start in the lower grades he will be handicapped during his entire school career. The kind and quality of education provided in the elementary grades is therefore of great importance

Overcrowded unattractive and poorly arranged classrooms, little work space, limited teaching materials and poorly qualified teachers have been characteristic of the situation in the elementary grades in many counties. By and large the program provided in the elementary schools has not taken fully into account all needs of the growing child although more progress has been observed in this regard in the elementary schools than in the high schools.

Other factors which have handicapped the elementary school program in many communities are: the almost total absence of the community school concept, general failure to employ the environment (physical or social) in teaching, a limited conception of the use of materials of instruction, lack of pupil participation, entirely too much rote teaching, the extremely narrow and limited scope of the work, summer schools operated with little organization or supervision, school dismissed or school day shortened without valid reason, irregular admission age and attendance, lack of kindergartens in most communities, the very few persons who show any interest in preparing to teach in the elementary grades, and, finally but most fundamental, inadequate financial support.

There are, however, many excellent elementary schools in the state. The action of the 1945 Legislature made it possible to reduce the teaching load in overcrowded classrooms as soon as construction is possible. Single salary schedules for elementary and high school teachers and recognition of the importance of providing opportunities in the elementary schools at least as good as those at other levels are factors in the improvement that is taking place.

1. *Kindergartens should be included in the total program of education to be financed from state and local sources.* Kindergartens are considered necessary to aid in providing a good foundation and to help each child become adjusted to school life and ready for first grade work. In the communities where kindergartens cannot be established special adjustments should be made within first grade groups to care for the needs of every pupil and the services and teaching aids required to meet the needs of the young child should be provided. Nursery schools should be encouraged where needed.

2. *Teachers, principals and supervisory services should be provided which are at least equal in quality and quantity to those supplies at any other level.* A well-qualified principal trained for elementary rather than for high school work should be provided for every school; this is one of the basic steps toward better elementary schools. Elementary teachers should be capable and well trained for their work. Competent supervisory services to assist teachers in improving their work are essential.

3. *A broad range of "essential learnings" should be included in the elementary program.* The program should go beyond the teaching of the "three R's" and include instruction in other essentials, such as health, physical education, study of community resources, science, music and art. Throughout the entire program provision should of course be made for education for character and good citizenship.

4. *Health, psychological, and guidance services which are necessary to assist children in their proper development and which will aid in preventing maladjustment of any sort should be provided.* The early years are the formative ones. Teachers should have small enough classes that they can give each pupil the personal attention he needs. Many special supplementary services should be provided for a satisfactory elementary school program including: public health, specially trained teachers for exceptional children including the physically handicapped and mentally retarded, attendance, guidance and psychological clinical services for cases involving maladjustments.

5. *The age of entrance to the first grade should be uniformly agreed upon and observed.* Although some children can do first grade work at an earlier age than others it is generally agreed that

children younger than 5 years and 9 months should not enter the first grade. Provision of kindergartens will help to assure that children who reach that age are ready to be admitted to the first grade with the maturity and background necessary for good work.

6. *The school day for the elementary child should be more carefully planned and organized.* The total school environment and schedule materially influence the learning and behavior patterns of children. A well-rounded program is necessary with proper time for all essentials including creative work, exercise, lunch, rest and a reasonable time on the bus for transported pupils. A longer school day becomes desirable and practicable when there is a program which recognizes proper child growth and development as a basic factor in learning.

7. *Teaching procedures in the elementary grades should be more definitely related to needs of the child and community.* The school day should be organized into large blocks of time involving related subject matter in order to provide opportunity for more effective teaching. Attempts to teach skills by the discipline type of drill, without application and without opportunity for pupil activity and planning should be abandoned. Teaching materials drawn from the community involving field trips to help pupils understand community life and resources are recommended.

8. *The class load should be better adjusted in many schools.* Units should be computed for elementary schools on the same basis as for high schools and safeguards established to prevent overloading, particularly in the lower grades.

9. *Closer home-school cooperation is desirable and should help to assure a better educational program for all children.* The education of the child is far broader than the classroom. Closer cooperation and better understanding between a child's parents and his teacher is therefore desirable to assure his best possible development.

CHAPTER IV

SECONDARY SCHOOLS AND JUNIOR COLLEGES

The task of the American high school must be an inclusive one, with a program broad enough to serve all the youth, yet flexible enough to meet the needs of each individual. The people of the United States have adopted the ideal of secondary education for all. To this end efforts are continuously made by communities and states to make available and accessible a program of secondary education to meet the needs of all groups.

The modern high school recognizes the difference among individuals, employs every available means to identify these differences to the end that it may deal appropriately with students in developing common understandings, faiths, knowledges and ideals essential to the unity of the American life and culture. It must provide teachers who are competent in the areas of instruction, skilled in approach to the needs of youth, and genuinely interested in young people. The modern high school must have a continuous program for improvement of its curriculum and program of studies.

The administration must be qualified to give functional leadership in building an instructional program that will be definitely identified with the community in curriculum and services. It must have the leadership to stimulate faculty growth in the awareness of human needs, and in the ability to meet these needs, to understand democratic principles and use democratic practices. It must provide a guidance and counselling program which will result in the adjustment of youth, in keeping with the aptitudes, personal, social, education and vocational needs.

One of the persistent problems of secondary education involves school size. Beyond a certain point, consolidation is not the answer. The per capita cost of schools decreases with the increase in the size of the school up to a point, even though the variety of curricular offerings may be increased and more adequate equipment is provided. Secondary schools with less than 100 students, probably even less than 200, should be regarded as undesirable and uneconomical. Schools ranging from 250 to 750 are often considered as coming within the most fortunate size range. In large urban communities these figures would, of course, appear relatively small perhaps even to the point of being uneconomical.

It should be clearly understood that the differences between urban and rural schools should be confined largely to the size and nature of the specialized phases of the curricula since both the universal needs of youth and the interests of our democratic way of life demand that all schools be basically uniform in their devotion to the teaching of the "common learnings." (By "common learnings" is meant those learning experiences which everyone needs to have, regardless of what occupation he may expect to follow or where he may happen to live.)

The scope of offerings is determined in a measure by the size and location of the school. There are two other factors, both of which concern the nature of youth: (1) the ways in which youth differ, as for example, in intelligence and aptitude, in occupational interests and outlooks, and in parental attitudes and cultural backgrounds; and (2) what youth have in common (fully as important to education as their differences).

Apparently educational needs and economic factors combine to make raising the period of compulsory education to the eighteenth birthday (or high school education whichever comes earlier) advisable. At the same time the vocational needs of many of the students who will remain in their home communities or migrate to the cities will make the extension of the public school program into the thirteenth and fourteenth years a virtual necessity. These community institutions, or junior colleges, could also serve the purpose of giving many students two years of a college education locally, after which they would transfer to a four year institution to complete the work for a degree.

STATUS OF SECONDARY EDUCATION IN FLORIDA

The secondary education program in Florida presents many and varied degrees of efficiency and progress. There are many outstanding schools doing excellent jobs in their respective communities; there are some very poor situations. Generally speaking, the more complete and more efficient programs are in communities where the wealth is greatest. They have, over a period of years, been able to develop a program of education more in keeping with the needs, while the less wealthy counties have not had enough financial support to build the program much needed in their communities.

Percentage of Pupils Enrolled

One of the most disturbing problems affecting the school program is the small percentage of school-age children who are enrolled in most secondary schools. If all the children enrolled in the first grade should continue in school and all complete the work in the schools, between 8 and 9 per cent would be enrolled in each of the twelve grades, with perhaps a slightly higher percentage in elementary grades and a slightly lower percentage in the secondary grades. Only 39.2 per cent of all the white pupils and only 28 per cent of the Negro pupils in Florida are found in the six secondary grades (7 to 12). Only 15.5 per cent of the whites and 8.7 per cent of the Negroes are in the three upper grades (10 to 12).

In 1943-44, 23.9 per cent of the pupils enrolled in schools in the nation were in the upper four high school grades. In 1945-46 in Florida only 20.5 per cent of the pupils in school were in the upper four grades. In other words, Florida again in this respect stands considerably below the national average.

Nationally for every 15 children who enroll in the first grade about 8 or 9 complete the ninth grade and only about 4 complete high school. In Florida for every 15 white children who enroll in the first grade only about 7 or 8 complete the ninth grade and

Table 1

Per Cent of Pupils Enrolled in each Grade in Florida 1945-46

	White	Negro	Total
First Grade	12.54	18.89	14.15
Second Grade	10.72	12.51	11.17
Third Grade	9.92	11.32	10.27
Fourth Grade	9.59	10.85	9.91
Fifth Grade	9.28	9.82	9.42
Sixth Grade	8.75	8.63	8.72
Elementary	60.80	72.02	63.64
Seventh Grade	8.50	7.60	8.27
Eighth Grade	7.89	6.47	7.53
Ninth Grade	7.34	5.22	6.80
Jr. High School	23.73	19.29	22.60
Tenth Grade	6.42	3.79	5.75
Eleventh Grade	5.04	2.66	4.44
Twelfth Grade	4.01	2.24	3.57
Sr. High School	15.47	8.69	13.76

about 3 complete high school. Among the Negroes in Florida for every 15 who enroll in the first grade only about 2 complete the 9th grade and only about 1 finishes high school. The percentage of pupils enrolled in each grade in Florida schools is given below.

The figures indicate that too large a percentage of the children drop out before completing even the junior high school. There are probably many causes such as finances, transportation and curricula unsuited for a great majority of students. Greater effort should be made to adapt the program of studies to the needs of students. The schools must find the cause of the great loss in enrollment in the upper grades and provide guidance, and suitable courses for their students. This will help to retain in school large numbers who are failing to get even the minimum desirable training.

School Centers and Organization

There is wide variety in the types of organization of the Florida schools. The table below shows that a majority of secondary schools are organized in centers with elementary schools. In the majority of communities the school population is not large enough, nor the community financially able to provide separate buildings. This usually results in an unsatisfactory program for both elementary and secondary departments. There is a definite need for separation where it is feasible.

Table 2
Number of School Centers in Florida, 1945-46

	White	Negro	Total
Elementary	607	663	1,270
Elementary and Junior High	94	96	190
Elementary, Jr. and Sr. High	155	64	219
Elementary and Four-Year High	9	1	10
Junior High	24	1	25
Senior High	16	2	18
Junior-Senior High	29	9	38
Four-Year High	8	3	11
Total	942	839	1,781

Although there is much evidence indicating that the small high school enrolling less than 100 students is much less efficient in instruction, program of studies, and general school program, a high percentage of Florida schools fall in this group as shown by the table below. Florida has 137 junior high schools and 111 senior high schools for whites, and 124 junior high and 54 senior high

schools for Negroes with less than 100 students enrolled. Since this represents about half of the white and two-thirds of the Negro secondary schools, it is evident that there is need for consolidation in many areas.

Table 3
Number of High Schools According to Enrollment 1945-46

Enrollment	White		Negro	
	Junior	Senior*	Junior	Senior
	High	High	High	High
1 - 99	137	111	124	54
100 - 249	97	57	31	16
250 - 499	36	26	7	7
500 or more	32	23	8	2
Total	302	217	170	79

*Includes 7 four-year high schools.

Programs of Study

The Florida School Bulletin for October, 1946, is devoted to the programs of study in Florida secondary schools with a tentative revision for 1946-47. The regulations of the State Board of Education relating to graduation from high school, adopted March 24, 1942, are as follows:

1. At least $13\frac{1}{2}$ units shall be earned in grades 10 to 12, inclusive, in schools offering physical education on the one-half unit basis*; at least $12\frac{3}{4}$ units shall be earned in these grades in schools offering physical education on the one-quarter unit basis.*

2. The following requirements shall be met at some time during grades 9 to 12, inclusive:

3 units in English

3 units in Social Studies†, one unit of which shall be American History and Government

1 unit in Mathematics

1 unit in Biological Science††

1 unit in Home Economics (girls)

1 unit in Physical Science ** (boys)

180-300 minutes per week in Physical Education*

3. Among the $13\frac{1}{2}$ units required to be earned in grades 10 to 12, there may be included not more than two units in music, with permission for not more than four units to be earned through any way other than regular attendance at a recognized school.

4. Pupils enrolled at any grade level of the secondary school must at all times, carry a full load of work, as determined by the principal.

*Physical education should receive one-half unit credit each year if given for 200 or more minutes per week; one-quarter unit, if given less than 200 minutes per week.

**This requirement may be met through any of the following: general science (ninth grade), advanced physical science, physics, chemistry, two units of agriculture, two units of shop.

†Two years of foreign language may be substituted for one unit in social studies.

††This requirement may be met through earning one unit in science 9, or biology, suggested for tenth grade.

The above requirements appear to be adequate and at the same time give opportunity for specialization through the electives offered. The larger schools and more wealthy counties provide an enriched program by offering programs in vocational education, business education, music, art, enriched social studies, and so on, with special emphasis on activities and experiences for the development of citizenship and leadership.

There is great need for the improvement of the vocational facilities in the senior high schools. The program is inadequate in the majority of schools. This is true to a certain extent in music, art, and similar areas. The program should be broad enough to meet the needs of the community.

The program for Negro high schools is, in most instances, academic. Training in vocations and work experience is needed for this group, the majority of whom will never even complete high school. There is great need for a revision of their whole program.

A check of the required subjects for high school students in the different states shows they are approximately the same. This is caused chiefly by college entrance requirements. At least a portion of the public recognizes that training in some of these fields is excessive for the average citizen. As stated above, Florida schools require nine units. The remaining seven units are electives. For many schools this gives an opportunity to enrich the program with elective subjects so that the student may study in the field of his choice. The elective courses will vary in different schools, influenced by the type of community and the interest of the students. This enriched program presents many difficulties to the less wealthy and smaller communities. Financial inability, as well as the size of the school, puts severe limitations and usually the less well trained personnel upon the small, impoverished community.

THE SECONDARY SCHOOL ORGANIZATION AND CURRICULUM

The 6-3-3 plan of organization, if properly worked out, has advantages for many communities. The junior-senior high school is demonstrably better than the undivided six year high school and should be employed whenever separate units are not possible. The junior-senior high school makes it possible to provide a definite junior high school program of studies. At the same time special facilities such as industrial arts shops, home economics laboratories,

auditoriums, gymnasiums, and cafeterias—more adequate than either unit could provide if separate—are available to each unit for its separate use.

The Junior High School

Many programs labeled “junior high school” are such only in name. Too often they are either a continuation of the elementary school or a “period of waiting” before entering the high school. In either case the student is denied those activities and experiences which are vital to his personal welfare and education. The junior high school organization should furnish a rich experience for the early adolescent. To stimulate the provision of an enriched program, the following suggestions are made:

1. Departmentalization should be gradual—this is opposite to what frequently occurs. In the seventh grade the core program might well be handled by one teacher, at most two teachers. In the class period, at least one-half of the time should be devoted to directed study under the direction of the teacher.

2. Most, if not all, of the program of studies should be common to all students with appropriate adjustments as required by individual differences in aptitudes, abilities, interests, and needs.

3. Teachers should be selected both for their competence in the subject fields to be taught and for their understanding of pupils of the early adolescent age, skill in directing, and desire to work with this age group.

4. Ample stress must be given to both the maintenance and improvement of the tool subjects. Mastery of the tools of learning is of major importance. Both penmanship and spelling belong in this category. Early in junior high school an individual check and test of all work covered in elementary period should be given with remedial work in all phases of the elementary school studies and special emphasis on the language arts.

5. Special emphasis should also be placed on music (vocal and instrumental), art and health offerings for all students. Reading, both of work type and reading for pleasure, should be encouraged. The future success of the student's program depends on his reading ability and comprehension.

6. A course in industrial arts should be required of each boy. This course should stress the use of hand tools, provide a knowledge of home mechanics, and develop manipulative skills which can be used advantageously both now and in adult life. This is an important aspect of general education and is not to be regarded as “vocational”. It is suggested that this course be scheduled in the eighth or ninth grade.

7. The present offering of home economics for girls should be continued and strengthened.

8. Guidance and counselling services should be provided for all students. Every teacher should be a member of the guidance staff.

This is of particular importance in the program of pupil study or learning to know the pupils as individuals. This program requires leadership and coordination, however, and cannot be merely incidental. Therefore, time of an especially trained teacher or principal or both needs to be provided. The *minimum* provision is a trained counsellor allotted time in the amount of one period daily for each 100 pupils.

In a few instances where there are sufficient trained teachers and adequate facilities the objectives of the junior high school are realized. Frequently, especially in the smaller centers, the junior high school is housed in the same building and under the same administration as the senior high school, with most advantages, activities and privileges going to the senior high school group and very little attention given to the junior high program.

In a study of approximately 30 junior high schools in representative counties, the following facts were found: there were two schools with a planned junior high school program; eleven had some evidence of planning, and seventeen showed no effort had been made to plan a bona fide junior high school program. This means that in 26 schools, there was largely a departmentalized 7th, 8th and 9th grade program rather than a junior high school program.

One of the chief aims of the junior high school should be to provide occupational information for students, yet, only 6 schools out of 30 made provision for this training; 13 schools made some provision and in 11 schools evidence of any effort in this direction was totally lacking; evidence of enrichment in the program was not evident in 18 schools, only partially planned for in 11 schools, and satisfactory in *one* school; 27 schools have no core curriculum.

The above facts show lack of a planned junior high school program. From all academic viewpoints, they may be doing an excellent job, but have failed to provide the type of program needed for this age group.

The junior high school should be a period of exploration and guidance where the students are able to express themselves in terms of their own ability and where they have an opportunity to explore many fields. It should provide an enriched program to develop the individual to the place where he can think and plan for himself.

The junior high school should be considered a separate unit even when it is a part of a six year high school. This group should be provided with its own activities and experiences, and a separate faculty wherever conditions permit. They should organize a separate student council and other student organizations independent of the senior high group. All activities and experiences should be adapted to the age and need of the group.

A properly organized junior high school program planned to fit

the needs of the student and community will challenge even the weak student to continue his education far beyond what would be expected. Many Florida schools have such a program, others do not. It is time that such a program be made available to all the boys and girls of Florida.

The Senior High School

The senior high school program is too frequently dictated by the needs of the minority of students who are planning to enter institutions of higher learning. The community high school should provide an enriched, comprehensive program designed to meet the needs of all youth of secondary school age—the majority of whom now withdraw before graduation. If this is not done, other educational agencies will be created to meet this need.

It is recommended that:

1. The senior high school be charged with the responsibility of knowing its students as individuals. Continuing the program of pupil study begun in the junior high schools, the senior high school must identify the aptitudes, abilities, and needs of each and every youth of the age group.

2. Based upon the knowledge of its youth, the individual senior high school should provide an educational program which can meet the widely varying needs of all.

3. The high school be responsible for providing those common integrated learnings and experiences which under our way of life are important as general education for all. The senior high school therefore should place greater emphasis on the social studies, the natural sciences, and the language arts. In addition to college preparatory mathematics courses, courses in general and practical mathematics should be available for the majority of pupils for whom abstract and theoretical mathematics is neither appropriate nor functional.

4. Among other common learning needs, there should be required of all students, either as separate courses or as definite units in required courses, studies and experiences in health, home and family life, citizenship, consumer education, and safety education including safe driving and swimming.

5. Attention be given to means of overcoming the overspecialization which departmentalization has brought to the senior high school. The administration should consider scheduling a planning period within the school day for teachers who are teaching the same pupils in the fields mentioned in (3) above.

6. Specialized and vocational education be considered and administered as one phase of the total program. Vocational courses, providing training for selected occupations should be planned to fit the needs of the community and should be taken immediately prior to entrance upon the occupation. It should be offered preferably, therefore, in grades eleven and twelve. It needs to be specifically understood that a broad program of industrial arts education in the senior high

school, important as general education for the majority of young men, is not to be confused with specific vocational courses. The students enrolled in vocational courses should continue their work in areas which provide education in citizenship, in science, and in mathematics in order to assure both broad citizenship education and the development of the highest efficiency in their selected vocational area. The teachers should participate as part of the regular faculty in planning the total school program.

7. A sound guidance program operating in elementary and junior high schools be considered foundational to the needed augmented guidance services of the senior high schools. A program of ability, aptitude, achievement, and interest testing is crucially important. Observational procedures, participated in by all teachers, anecdotal reports, and behavior descriptions are increasingly valuable instruments which should be employed. When these are brought together on a comprehensive, cumulative record, the school has the means for effective individual counselling. All members of the staff should participate in the guidance program under the leadership of a trained counsellor.

The senior high schools in Florida differ widely in size, scope of offering, thoroughness of teaching, and so on. This is caused by many factors but the most common in determining the success of the school is the communities' ability to support a program of education. The best teachers are found where the community is able to pay the best salaries; this is also true of facilities such as buildings, instructional material, laboratory equipment and library service. Many schools stand out as examples of excellent teaching, planned programs that meet the needs of the community, scope of offerings broad enough to provide proper training for all students, training for citizenship, planned student activity program, and so on. However, there are many where all evidence of a well-balanced program is lacking.

In thirty schools in representative counties visited during this study, it was found that over 50 per cent failed to make any provision for a review of the skill subjects in senior high school, and only one school was satisfactorily providing for a review. In 13 schools no reading was taught. Only 50 per cent of the schools made any provision for pre-registration of pupils and there was very little evidence that even half of the subjects taught were justified in terms of pupil needs. In 14 schools the teachers were failing to use the information on pupils from elementary schools. Fourteen schools were making some effort to relate the teaching in different fields while 13 schools made no effort to relate the teaching in subject fields. Only 15 schools were making a fair effort to teach language art skills.

The above observations are significant because it is evident that at least one-half of the schools are giving very little attention to curriculum problems and improvement of teaching. Unless proper reviews and tests are given in the senior high school there is no definite check on the ability and progress of the student. It is highly

important that teachers make use of all information concerning the student's former school progress in elementary and junior high schools. It is also important that the records be complete enough to be of value to the teacher.

There is no evidence that pupils' schedules and adjustment have received proper attention. In 19 instances there was some guidance and direction in selecting courses. This indicates that there was some planning by the students and faculty in over 50 per cent of the schools. The schedules reflect continuation of major areas in 23 schools. Nineteen schools provide for the students to be profitably occupied each period and 20 schools provide time for free reading and extra curricular work.

Physical education and health is required of all students in Florida schools. Two serious deficiencies are found in the program; first, there is inadequate equipment, and second, because of the greater stress on physical activities, the health program suffers.

The high school should be broad enough to meet the needs of all students, thereby holding the student in school until he completes his high school education and should also be flexible enough so that if a student, for any reason, is forced to change his program he can do so without interrupting his progress through school.

ACHIEVEMENT AND PROGRESS OF PUPILS

The colleges of Florida have made available each year a testing program for twelfth grade students on a state-wide basis. Below is the highest, median and lowest percentile ranking for small and large white high schools in Florida based on composite results from tests given in 1942, 1944 and 1946.

Table 4
Median Percentile Rankings for Small and Large
Schools on Twelfth Grade Testing Program

	Mental Ability	English	Social Studies	Natural Science	Math.
High school with average of 20 or less participating	38.3	38.7	36.9	36.2	39.5
High school with average of 100 or more participating	56.1	56.9	56.3	52.8	55.5

There are approximately 18 points difference in the median percentile ranking in each subject field for students in these two groups of schools. Such wide difference between the large and small high school provides evidence of the enriched experiences provided the student in large centers. In any high school where the graduating

class has an enrollment of 20 or less, the program of studies and activities has to be restricted, and in many instances the teaching personnel is teaching in several fields. All of this is definitely reflected in the above table. The results for the white high school seniors from the ten most wealthy and ten least wealthy counties are summarized below:

Table 5

Median Percentile Rankings in Wealthiest and Least Wealthy Counties on Twelfth Grade Testing Program

	Mental Ability	English	Social Studies	Natural Science	Math.
High schools in ten least wealthy counties	30.1	34.0	31.1	33.5	34.9
High schools in ten most wealthy counties	53.9	54.1	53.8	52.9	54.1

There is a difference of approximately 20 points in the median percentile in each subject field. It is significant that in all studies and checks there is a large difference in the degree of success shown between the most wealthy and least wealthy counties. All evidence indicates that in the counties of most wealth, there is a better school program.

The results from the mental maturity tests given during 1946-47 in the 9 representative counties show that for the state as a whole the white students in the eleventh grade are slightly above the national medians. They are about 12 percentile points above the median in the most wealthy counties, slightly above in the average counties and about 12 points below in the least wealthy counties. The Negroes range from 11 points below in the most wealthy counties to 37 points below in the least wealthy.

In the analysis of high school achievement the Cooperative Achievement Tests in social studies, natural science, mathematics and English were given in the 9 representative counties in 1946-47. The standards with which the percentile positions of Florida students were compared were the percentile positions of a large number of students in schools throughout the nation.

1. In the combined counties at no percentile point do Florida white students fall below the corresponding national percentiles in any one of the first three subject areas. This contradicts the usual impression that Florida high schools are not as efficient as schools in other areas. Median Florida performance in social studies is thirteen percentile points above the standard, while in both natural science and

mathematics it is twenty points above the norm. Only the tenth percentile in natural science and mathematics fail to indicate gains that are very significant. The average gain is almost twelve percentile points. In the field of English the picture is by no means as pleasing. In effectiveness of expression, Florida schools stand just at the average; in reading comprehension, two percentile points below; and in mechanics of expression, nine points below. The schools appear, therefore, to be quite weak in this area.

2. In comparing the results of the three wealth-available groups, essentially the same conditions are found that obtained for white students in the elementary schools. Taking the counties singly, the percentiles drop almost consistently from the richest to the poorest county at all percentile points in all subject areas. Median performance in social studies in the wealthiest county is in the 87th percentile nationally (50 is the norm) and in the poorest county it is only at the 9th percentile nationally. In natural science there is a difference of thirty-five and in mathematics the difference is fifty-five percentile points; it averages nearly 40 points. Mathematics, English, and social studies competencies in the high schools in the three poorest counties are so decidedly low in comparison to those of the three richest counties as well as in comparison to national standards that it is quite evident that some drastic measures should be taken at once to remedy such a deplorable situation.

3. In the Negro schools no one of the sixty percentile levels computed for the three county groups (rich, average and poor) and the combined nine counties is at all near to its respective national norm with the single exception of the 90th percentile of the rich counties. Achievement in English is at the lowest ebb: 2 percentile points in effectiveness of expression as compared with a norm of 50; 3 in reading comprehension; 4 in mechanics of expression. These figures are most disturbing. But social studies achievement is nearly as bad: 6 percentile points for the median as compared with 50. Mathematics runs a close third (14 points), when taken in terms of the median. However, if we consider the lowest one fourth of Negro eleventh graders, it is appalling that in English and mathematics all of them fall so low that they do not reach even the first percentile. In natural science the median is 23.

SUPERVISION OF SECONDARY EDUCATION

Provisions for supervision of secondary schools in Florida, both at the county level and state level, have been inadequate during prior years. A few counties have provided limited programs but they were the exceptions and supervision generally was left in the hands of the principal and superintendent. Most of the principals have been so heavily loaded with the details of administration and other matters pertaining to operation of schools, that for this and other reasons they failed to function as supervisors. The state has prepared and published a wealth of valuable curriculum material but much of this material either failed to reach the teacher or, because of lack of leadership and direction, it was not properly used.

The 1945 Legislature acting upon the recommendation of the Citizens Committee provided for considerable expansion of a state-wide plan of supervision of instruction. Each county now provides supervisory services. In addition through the use of the state supervisory fund, there have been added in connection with the State Department of Education a coordinator, three field supervisors of instruction whose work is primarily on the high school level and two supervisors whose work is primarily on the elementary level. All the general supervisors assist with any problem in the total program. A supervisor of music in the rural schools and two Negro supervisors, one for elementary schools and one for secondary schools, have also been added.

This program has had a definite stimulating influence on the schools. A series of conferences, workshops and other services planned to acquaint the school people with the supervisory program has not only been a factor in improving instruction but has awakened superintendents, principals and teachers to the importance of the program.

SPECIAL PROBLEMS OF SECONDARY EDUCATION

The extra-curricular program of the schools should provide training in leadership and citizenship. It should improve the morale and enrich the program of the whole school. Schools generally recognize the value of this training and provide leadership and guidance for the promotion and control of activities.

Of thirty-one high schools visited in representative counties, it was found that 18 did not have a satisfactory program and at 13 schools no effort was made to provide a program to include all students. Unless a program of activities is provided that is broad enough to include all students, there is a danger that a few pupils will participate in too many activities and many students will fail to take any part. In ten schools there was no plan to prevent a few pupils taking part in too many activities. A plan should be worked out by each school to control this. It can be accomplished through a point system, a regulation of the student council, or even faculty regulation. The schools should broaden their activity programs so that every student will have an opportunity to participate. Twenty-two schools did not have a "Future Teacher Club" or other plan for stimulating interest in teaching. Every high school should be urged to have some organization to acquaint students with the teaching profession and to encourage able students to enter the teaching field. If more knowledge of the advantages can be presented to young people, giving the picture as it is and not as some people think, both the number and the quality of people entering the work can be improved.

The athletic program is usually considered the most liable to be

troublesome of any of the school activities. It undoubtedly receives too much attention in many situations, particularly in the case of football. This situation seems to arise from, or be greatly stimulated by, community demand and is difficult to deal with. In only 3 schools was there direct evidence of outside interference. In most schools the scholastic standards are presumably as high for students participating in athletics as for other students. In all schools the games were directly under the management and supervision of the schools. The money received from games is handled as a school fund by the principal or some one designated by him. In only about one-third of the schools was he bonded. There should be a requirement by each county board that the treasurer of each school be bonded.

The 1943 Legislature enacted a law prohibiting high school fraternities and sororities. It was found that in eight out of eighteen schools visited there was evidence of fraternities and sororities, with no noticeable effort to observe and enforce the law. It is the duty of all schools to teach respect for law and order. It is urged that superintendents and principals enlist the aid of Parent Teacher Association groups and other interested parents in a study of this problem and of ways to combat it.

The physical education program is generally difficult to administer because of oversized classes, inadequate facilities, and, many times, inefficient teachers. Provision should be made so that the size of classes may be reduced more nearly to the level of other classes. County boards of public instruction should be required to furnish adequate equipment.

Health should be taught in its most functional setting—that is, in the atmosphere of the health and physical education classes. Direct teaching of health and related teaching such as first aid, and life saving should be required as a part of the physical education program and should be given not less than 20 per cent of the time allotted to the physical education work. The schools cannot do their best work for physically deficient pupils. If there is no correction of health deficiencies, the school is much less effective in its teaching and in carrying out its citizenship training obligations. This very important work in the field of health *must* be done either by some appropriate agency in the various counties of the state or the facilities for doing it should be made available in the schools.

The salary of the coach is usually out of proportion to that of other members of the teaching staff. This is also true of the band director. Since longer hours are required of both coach and band director, it is recommended that provision be made to compensate them for the longer hours and yet bring about a more equitable adjustment in the salary schedule. This recommendation should also apply to any other special teachers who are paid above the regular salary schedule.

In those communities where the band expenses are partly met by different community groups, it should be definitely understood that the band activity is under the direct control of the school and that the activities are in no way to conflict with the general school program. It is desirable, wherever possible, for the school to provide the needed

equipment and finances for the band. Needed regulations relating to trips of school bands and similar matters should be prescribed by state and county school authorities rather than by any extra-legal organization.

In about half of the schools there was some form of student council; the others had no organization for any type of student participation. In a democratic institution such as the school, attempting to teach the American way of life, provision should be made for this training experience.

In several counties of the state no provision is made for secondary education for Negroes. In these counties Negro boys and girls, who wish to complete their high school education are forced to leave home and live in communities where high schools are available, paying the full cost of living expenses. This is an unfair burden placed upon those students. County school boards should be required to provide high school training or provide for transportation to cities near enough to permit the students to live at home.

The secondary school of today is faced with the problem of providing training for all the youth. To do this the program should be broad enough to meet the needs of all youth, rich enough to provide a challenge to every student and flexible enough to provide opportunity for the maladjusted and irregular student. When this is done, equal opportunity for all will become a fact.

COLLEGE ATTENDANCE OF HIGH SCHOOL GRADUATES IN FLORIDA

An attempt was made to obtain from 209 public white senior high schools in the state, information concerning college attendance of their graduates in 1939-40, one of the last normal pre-war years, and to ascertain the tentative plans of high school seniors in 1945-46, following the close of the war. Results were obtained from 131 high schools, though some returns were incomplete.

In all, information was obtained for 8,053 persons who graduated in 1939-40. Of these 22.2 per cent attended college in Florida and 10.1 per cent attended in other states. Only 53.9 per cent of students ranking in the upper 25 per cent of their class attended college, which means that 46.1 per cent of the high ranking students in these high schools did not continue their studies.

Table 6

Percentage of White High School Graduates Attending College in Florida and in Other States in 1939-40. (Based on Reports from 131 out of 209 senior high schools)

Classification of Students	Number of Graduates	Per cent attending college		
		In Florida	In Other States	Total
Upper 25 per cent	2,013	37.6	16.3	53.9
Middle 50 per cent	4,027	20.2	9.6	29.8
Lowest 25 per cent	2,013	14.8	4.9	19.7
Total	8,053	23.2	10.1	33.3

The same information was sought for 1945-46; that is, each principal was asked to indicate the number of seniors planning to enter college. It was realized, of course, that many who wished to go to college would fail to do so for one reason or another. According to figures submitted by principals 56 per cent of the students in the upper fourth of their classes would like to go to college, and 18.6 per cent of the lowest fourth. It was found that 37.4 per cent of all persons in the senior classes want to attend college as compared with 33.3 per cent who actually attended in 1939-40.

The study leads to some significant observations:

(1) One-third of the high schools in the state failed to respond, evidently because their records were incomplete or they lacked interest. Every high school should definitely plan to keep in touch with its students for some years after they have left school regardless of whether they go to college or not.

(2) Since nearly one-half of the persons in the upper fourth of their classes do not enter college it is evident that the high schools and colleges should cooperate in a study of the students with greatest ability to find ways and means for these students to continue their studies.

(3) It is evident that economic factors are important in determining which students go to college and which do not attend. Some plan should be worked out to assure the opportunity for advanced study to those who possess ability and who could benefit by additional training. This would probably mean a loan or scholarship plan of some type.

(4) It may be that too many in the lower one-third of their classes attend college because there has been no adequate provision for vocational or junior college training for this group.

(5) The fact that one-third of the 1939-40 graduates who went to college went to out-of-state institutions and that more than one-third of the 1945-46 seniors are hoping to attend out-of-state institutions indicates that the state institutions apparently are not meeting certain needs. It should not be expected that all students graduating will attend Florida institutions but apparently a large per cent of those attending out-of-state institutions select technical institutions in which they can get specialized training which meets their needs. Careful study should

be made of the needs which are not being met at the present time by Florida institutions of higher learning to determine whether these needs can best be met by modifying the program of these institutions or whether some cooperative arrangement on a regional basis should be made with certain institutions in other states to provide for meeting these needs.

THE JUNIOR COLLEGE PROGRAM

The junior college program throughout the nation has been steadily developing and expanding during the past thirty years. The program is so young that there is a wide variety of opinion as to the exact place and function of the junior college in the educational program.

The trend in universities today is to establish the so-called general college system with the first two years being spent in study of more or less general subjects designed to round out and complete the individual's general education. Whether this task is done in a university or by a junior college as a separate institution it still must be considered largely as an extension of secondary education.

The States of California and Texas have made the most progress with the junior college program. Each state has laws providing for district junior colleges. There is, however, a variety of practices as to their operation in each state. It is quite evident from the practices in all states where a junior college program is operating that, whether it is organized as the 13th and 14th grades in a senior high school, or whether it operates as an independent unit depends largely upon the desire of the community and the facilities that are available. It is also agreed that the functions in either instance are largely the same.

The junior college should serve the community as an institution giving both academic and terminal work.

In Florida there is no adequate junior college law. Furthermore, there is no requirement that organizations now engaged in junior college work or planning to engage in such work meet desirable educational standards.

Several junior colleges are now operating in the state. Many more are being organized or proposed. Unless proper safeguards are established the entire movement may be greatly harmed or may do harm to the state. The following statements summarize some of

the major trends at the four largest and oldest white junior colleges in the state.¹ It will be noted that the only junior college definitely organized to operate in connection with the county public school system is the one at West Palm Beach.

Orlando Junior College was founded as a private, non-profit institution in 1941. It was organized to meet the needs of the large number of students who are graduated annually from high school, but who are unable to avail themselves of further educational advantages. It purposed to offer a general background for further study and training for the semi-professional courses. The student tuition fees amount to \$100.00 per semester and about 80 per cent of the college income is from this source; an additional 8 per cent comes from donations and 12 per cent from the citrus grove. The administration is under a dean-registrar and a board of trustees. The enrollment averages around one hundred students per year. The curriculum is essentially academic with commercial and semi-professional courses added.

The Jacksonville Junior College was organized in 1934 as Porter University. The following fall the charter was reworded and the name changed to Jacksonville Junior College. It operated for the first ten years of its existence as a night school with all the administrators and instructors working on a part time basis only. The original purpose was to provide the first two years of general college work through night classes for those who could not afford to go to college otherwise. The student fees amount to \$8.00 per semester hour for residents and \$12.00 per semester hour for non-residents and make up approximately 65 per cent of the college income, the remaining 35 per cent coming from a \$10,000.00 per year grant from the city of Jacksonville. The Jacksonville Junior College is a private institution employing a full time president under a board of trustees. Since day classes were organized, the enrollment has averaged 200 students. The curriculum is academic with preparation for college and the semi-professions taking main emphasis.

St. Petersburg Junior College was founded in 1927. The original purpose was to afford opportunity to the young men and young women of St. Petersburg and Pinellas County who have completed 12 grades to continue a two-year program of study of college grade leading to the degrees of Bachelor of Arts and Bachelor of Science. No information on the finances is available. St. Petersburg Junior College is a private institution with a president as the chief executive officer. A board of governors control the policies of the college. There are twenty-two instructors at the college during the current year, six of whom have bachelor's degrees, fourteen of whom have master's degrees, and two of whom have doctor's degrees. Except for the war years the enrollment of the college has averaged around 300 students, continuously building up until the war. The enrollment for the fall term of 1946 is 440 students. The plant, built in 1941-42, is not completely finished. It was built with the aid of the WPA and is valued at \$250,000. The academic curriculum is essentially a pre-university one with a few courses for business training added in. During the history of the college it has followed the leadership of the University of Florida as to programs of study. About 33 per cent of all entering freshmen graduate from the college. The student activities are well rounded including publications, athletic activities, and scholastic and social clubs.

¹From an unpublished study by James Wattenbarger, graduate student, University of Florida.

The Palm Beach Junior College was founded in 1933 and has been in continuous operation since then. The original purpose of the college was to make it possible for students to get more education beyond the high school level at a lower expense to themselves than if they went away to a four year college. It has served both as a terminal educational institution and as the first two years of college for those who go on to a four year institution. Student fees amount to \$60.00 per year for residents and \$200.00 per year for non-residents. A student activity fee of \$10.00 per year is levied to cover the expense of various student activities. It is a county supported institution receiving approximately 80 per cent from the county and 20 per cent from student fees. The administrative officers are the president (county superintendent), and dean and registrar, under the county board of education. Its enrollment has averaged between 100 and 300 students. The curriculum includes both academic, preparatory and terminal educative courses. Eleven vocational-technical training courses are offered, including such training as boat-building, welding, automotive mechanics, and others.

A present tendency in the junior college movement is to stress more and more the terminal function of the program. In the opinion of those who have made extensive studies of the junior college, the function of the junior college is twofold: (1) academic for those who wish to continue their education beyond two years and (2) terminal for those who plan to enter a vocation or business at the end of two years.

The rapid growth and development of the junior college during this century leaves little doubt that there is a demand for such institutions. It is also true that the junior college movement was the result of dissatisfaction with conditions as they were. Many people believed that the junior colleges would cure the ills existing in four year institutions.

It is imperative that Florida take steps to control the organization of junior colleges and see that desirable standards are met by all institutions. The present study shows that the number of communities able to support such institutions in Florida is limited.

So popular has the junior college movement become that local communities are sometimes tempted to bring into existence a junior college when there are neither adequate funds for its support nor high school graduates enough to insure a desirable enrollment. Only junior colleges established in accordance with the following criteria should be eligible to participate in state support.

a. The junior college should be an integral part of the local county unit in which it is located and be subject to the control of the county superintendent of schools and the county board of education.

b. The administrative officer in charge of the junior college should be a dean. If the school system is organized on a 6-4-4 basis the title should be "dean of the junior college and principal of the high school."

c. The standards of the Southern Association of Colleges and Secondary Schools for the qualifications of the administrative and instructional staff of the junior college should be accepted.

d. Junior colleges should be established only in areas consisting of one or more counties where there is a minimum of 400 graduating from high school within approximately a twenty mile radius.

SUMMARY OF OBSERVATIONS AND RECOMMENDATIONS

The following undesirable features are found in a considerable number of secondary schools in Florida: lack of proper leadership to organize and administer a balanced, enriched program; teachers in some schools overloaded, in other schools underloaded; some schools too small to offer any choice of subject except those for college preparation; congestion in the junior high school classes; overemphasis on departmentalization; too many unrelated and distracting activities for students; absence of proper guidance and counselling service; poor facilities particularly with respect to library material and physical education; little opportunity for vocational training; little or no attention to such practical problems as driver training; lack of a concept that the school should contribute directly to community life. Teaching procedures are not, generally speaking, as well adapted to the needs of the individual as at the elementary level. Far too little provision is made for affording needed additional general and vocational opportunity to those who do not plan to go to college.

1. *High school centers which have a large enough enrollment to justify a better program should be planned and developed when possible.* Junior or senior high schools of over 1,200 or under 200 should be studied most carefully. It is very doubtful if any additional centers should be established which do not fall within this range. Small and expensive high schools which are not isolated should be discontinued in the immediate future because better programs can be provided at larger centers.

2. *The teaching and guidance procedures, loads and subject offerings in grades 7-8-9 (junior high school) should be modified promptly to bring them in line with best practice.* More emphasis should be placed on health, physical education, industrial arts, shop work, art and music. Continued attention should also be given to the "three R's" and other essentials including character and citizenship through senior high school.

3. *Vocational offerings at the senior high school level should be expanded, but should be kept definitely related to general training within the total program of the comprehensive secondary school.*

4. *Further study should be made of the comparative value of different ways of organizing the high school. Past experience has shown that any reasonable plan of organization can be made to work provided the faculty plans and carries through a program designed to meet the needs. However, there is no plan which will automatically, through organizational change, solve all difficulties. The plan of organization should be adapted to the needs, then should be made to function so that all needs are satisfactorily met.*

5. *More principals should devote their time to the improvement of the school and the instructional program rather than to routine, clerical and administrative details. To make this possible adequate clerical aid should be provided. A minimum of one assistant for every 500 students or major fraction thereof is desirable.*

6. *Time should be provided within the contractual period of teachers and principals for the important task of faculty planning, for unifying and relating the teaching in various subjects at the secondary level and for smoothing out the breaks between the elementary and junior high, the junior high and senior high, the senior high and college or post-high school education.*

7. *Community service programs should be incorporated in the programs of those high schools located in communities where such a program would be feasible. Community services include such enterprises as cooperative buying, canning plants and freezing units, which are designed to lift the level of living and to make the community both a better place in which to live and a better place in which to earn a living.*

8. *School athletics and the school band should be protected against exploitation by groups outside the school. There should be efficient control and supervision of these activities.*

9. *Parents and school officials should cooperate in seeing that the law relating to fraternities and sororities is observed in all communities.*

10. *A carefully planned system of junior colleges and vocational schools to serve nearby areas should be established in the larger*

population centers. These should constitute extensions of secondary education upward and should not be thought of as small institutions of higher learning. They should provide both terminal, including vocational education and general education through the thirteenth and fourteenth year. For the immediate future, there should not be more than five or six such schools for whites and three or four for Negroes.

11. *The teaching procedures in the secondary schools, particularly in the junior high school, should be improved so that each student may find sympathetic encouragement to work on his own level of ability in accordance with his own interests and aptitudes and have more desire to stay in school.* Improvement along these lines should be an important factor in meeting the needs of a large number of students and preventing excessive drop outs.

12. *The objectives and scope of the secondary school should be expanded to include proper emphasis on practical work experience, summer reading and study, recreation, camping experience and activity programs under school guidance.* Education should be recognized as far broader than the classroom. The problem of providing adequate well-rounded learning experiences for every student constitutes a challenge to everyone concerned. More opportunities should be provided for training out-of-school youth.

13. *An adequate program of guidance and counselling should be provided in all schools.* This program, which is almost lacking in most schools now, should be administered so effectively and intelligently that all students will be assisted in determining what they can best do and in selecting and planning their programs accordingly. A follow-up record should be provided for each student. Records should be kept for those students withdrawing from school to enter work areas or for other reasons, as well as for those who enter college.

CHAPTER V

VOCATIONAL EDUCATION

Vocational education is that component part of total education which centers its attention upon locating, defining and solving problems faced by people in (a) choosing an occupation, (b) preparing both personally and vocationally for an occupation, and (c) entering upon and progressing in an occupation.

The following points of view are recognized as desirable: (a) The public school system has the responsibility for preparing pupils for employment by giving them the most adequate preparation possible within its recognized limitations for earning their livelihood and contributing to the wealth and productivity of society through the best possible utilization, development and conservation of resources; (b) the curriculum should be designed with full recognition of the fact that all pupils will be expected to earn a living through some form of useful work; (c) the public schools should provide an opportunity for pupils to obtain adequate information on occupations, the requirements and procedures for entering them and other information needed by the pupils in selecting, preparing for and entering occupations.

While it is generally agreed that one of the basic aims of education is the preparation of individuals for vocational competence, it is a well-known fact that fully half of the pupils who leave the public school system have no specific preparation for vocations and have not been given any type of vocational training. A national study recently made by C. A. Prosser and others reveals that twenty per cent of the high school pupils go to college, twenty per cent receive vocational training of less than college grade, and that sixty per cent of the pupils receive no specific vocational preparation during the time they are in school. Obviously, our educational system is not meeting the needs of the majority of pupils with respect to earning a livelihood.

Florida's program of vocational education has made steady progress and has amply demonstrated the value of this important phase of education. A much more comprehensive and effective program designed to serve the needs of the people of Florida is desirable and necessary.

Although vocational courses appear to be widely distributed over Florida, they are by no means uniformly distributed. In many communities, the pupils have no access to vocational education or only very limited vocational services are available. This is especially true in rural communities and in small towns. The inequalities between the educational opportunities offered in these communities and those available in the larger cities is even more marked with respect to vocational education than in the other phases of education. The problem is especially acute because of the lack of opportunities to learn a vocation through the apprenticeship method which is available in varying degrees in most cities but is almost wholly lacking in small communities.

The tendency has been toward the development of vocational education in centers of population and wealth. The development of vocational education services in the least favored communities will require the application of a system of equalization through the use of state funds, state-wide planning, and state leadership. It will also be necessary to apply a plan of consolidation of small units into larger units so as to make practicable the operation of vocational courses designed to meet the needs of pupils to be served.

The following data will indicate the extent to which vocational education is now available in Florida: There are now 115 teachers of vocational agriculture serving 8,000 pupils in 143 schools. It is estimated that at least 150 teachers should be employed and that a total of 12,000 pupils should be served in a total of 160 schools in the immediate future. Home economics is taught by 456 teachers to 25,518 pupils in 343 schools. It is estimated that at least 34,800 pupils should be taught home economics by 641 teachers in 518 schools. Trades and industrial education is taught to 18,087 pupils by 349 teachers in 52 schools. It is estimated that 75,000 pupils should be taught in a total of 67 schools and that this would require 399 teachers of trades and industrial education. There are 41 teachers of distributive education serving 1,200 pupils in 35 schools. It is estimated that 3,600 pupils should be taught distributive education by 123 teachers in 70 schools. The total number of pupils receiving vocational education is 52,805 and many of these are taught on a part-time basis. The total number of teachers employed full-time and part-time is 961. It is estimated that at least 125,368 persons should be taught vocational education and that 1,313 teachers would be required to teach them.

There is no phase of education which requires so much objective study and planning in order to be effective as does vocational education. Courses should be developed on a basis of the needs of individuals, the communities and the state. Employment trends, occupational requirements, industrial and market trends, occupational analyses and many similar data should be carefully studied. The state, working with the communities, should maintain a staff whose continuing responsibility it is to collect and prepare pertinent information and data to be used in the administration and development of a state-wide vocational program.

Individual pupils should be assisted in the selection of vocational courses by competent vocational counsellors who would help them to obtain information necessary in the selection of an occupation and who would guide them through the period of preparation and help them obtain employment in the occupations for which they are given training. It is also highly important that some follow-up studies be made of vocational pupils to determine the adequacy of their training and the effectiveness of the whole vocational program, since the system can best be judged by the quality of its products.

SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

The following statements cover the major conclusions resulting from a study of vocational education in Florida: Few schools now provide an adequate program of industrial arts; few schools provide satisfactory vocational or general educational guidance services; the program for the preparation of teachers in vocational fields is not adequate at present; many administrators, parents, teachers and students do not clearly recognize the value or place of vocational education; present methods of financing vocational training in Florida are inadequate; there is evidence of a need for a better understanding of the objectives and possibilities of vocational education and for a closer correlation between vocational services and other educational services. There is a great need for a better understanding of the objectives and the possibilities of vocational education among the people engaged in education and for closer correlation between vocational services and the other educational services.

The present method of financing vocational courses is inadequate and better provisions should be made.

1. *Vocational education should be expanded in Florida so that*

every individual needing training in preparing for a vocation will have an opportunity to receive such training through public education. All high school pupils who do not expect to enter an institution of higher learning in preparation for their life's work should be provided opportunities for vocational training through public education. This vocational training should be recognized as having values equal to those of general education.

2. *Industrial arts courses should be established in all of the secondary schools of Florida and where feasible and practical in the elementary schools of the state.* Each student should engage in industrial arts experiences prior to the time he begins vocational education. Experience in industrial arts gives the student an opportunity to develop an interest in vocations, to learn the elementary operations, such as the use of tools, to apply measurements, and to develop elementary skills having wide application in a number of trades and professions.

3. *Vocational guidance by trained personnel should be provided as a part of the general guidance program in all schools.* An opportunity should be provided for every student to appraise his own vocational aptitudes and to develop vocational interests within the scope of the vocational needs and opportunities in the state. Adequate vocational counselling should be given all pupils prior to and during their enrollment in vocational courses.

4. *Continuing study and research under the leadership of the State Department of Education should be used as the basis for developing more effective plans for meeting the needs of all of those citizens who will benefit from vocational education or rehabilitation.* Studies of occupational trends and vocational needs and possibilities in each community should be used for guidance in developing plans based on community and state interests as well as individual needs.

5. *Provision should be made in the institutions of higher learning for an improved and expanded teacher-training program for the preparation of vocational teachers.* The academic training and professional preparation of vocational teachers should be equal to that of other teachers. It should be recognized that this standard will be difficult to maintain in certain fields such as trade and industrial education in which teachers are required to have a high degree of competence gained by actual experience in the trades they teach. Skilled tradesmen with college degrees are rare and their services

are costly. Plans for the evaluation of technical training and vocational experience should be worked out in lieu of academic preparation when necessary to obtain the services of competent, skilled tradesmen as teachers.

6. *The foundation program should include and make satisfactory provision for the basic financial needs of vocational education.* The criterion should be to determine needs and assure that funds are available to meet those needs. However, the amount of state and local funds included for vocational education must be equal to or greater than the federal funds required to be matched. State and local funds for vocational education in secondary schools should, therefore, be based on instruction units for vocational education rather than on a separate fixed appropriation. Units will then be increased in accordance with need and the reimbursement plan should no longer be necessary except for federal funds. In working out this program, proper consideration will have to be given to federal requirements so participation in federal funds will not be jeopardized. State appropriations should be provided for teacher-training, supervision and administration in vocational education.

The following specific steps should be taken as a means of carrying out the proposed program on a satisfactory basis. Instruction units should be included for (1) each approved vocational teacher in a public high school, (2) all students enrolled in vocational and technical schools on a full-time basis, (3) all part-time and continuation students, on a proportionate basis, and (4) all adults enrolled regardless of age. The value of all units should be computed on a 12-months basis for all qualified instructors employed for the full year.

CHAPTER VI

ADULT EDUCATION

The complex problems which confront our democracy and the need for improving health conservation, educational and vocational guidance, preparation of our citizenry for work in new industries, rehabilitation with relation to present industries and business and opportunities of education for all make it imperative that more effort be devoted to extending the educational program to a broader scope of activities at the adult level in Florida. The necessity for this is emphasized by the fact that Florida since 1940 has increased in population nearly 25 per cent and that this rapid growth in population, mostly adult, bids fair to continue. Along with this rapid increase in adult population in the state, the demands of returning World War II veterans for educational and vocational education and training make it imperative that a widespread and well planned program of adult education be organized and put into operation in Florida as rapidly as is expedient and within the range of the financial resources of the state.

The very fact that adult education has been so badly neglected constitutes a challenge to those in Florida interested in education to do something about developing and improving the program. As a means of meeting these needs, Florida should develop a definite and planned long range program of adult education in at least five areas.

EDUCATION FOR ILLITERATES AND ALIENS

Many adults in Florida have not had the advantages of high school education or of formal training for accepting responsibility in industry and in business. Statistics from the 1940 census support the following statements. Of the adults in Florida over 17 years of age 45,748 have never attended school at all; another 178,815 have not completed the fourth grade. One-third of the adult population of the state has not completed the sixth grade. The average citizen of Florida has not completed the eighth grade in formal education. In some counties the average is not much beyond the fifth grade. It is obvious, when one-third of the adults of the state are lacking in proper education and training, that any well-rounded program of education must provide educational opportunities for this group.

In order to initiate a program which will reach the illiterates of the state, local schools throughout the state should be encouraged to set up adequate educational programs for the illiterates of the communities where these schools are located. As a means of encouraging local units to engage in this type of educational activity teacher units should be computed for classes which are organized and funds provided as a part of the foundation program. An immediate need is to get the program started and provide its worth and benefits.

In its population of 2,369,000 Florida has some 38,000 aliens and foreign born. Many of these individuals either do not speak the English language or they are so limited in language proficiency that they cannot make their full contribution to the building of our state. Provision should be made in those communities where these individuals live for a program of education which will enable them to develop language proficiency and to gain a more thorough understanding of the customs and mores of our American democratic society. This type of educational activity can easily be worked out along the same lines as plans for illiteracy education.

Many of Florida's citizens who are able to read and write and who may be considered as being literate still are deficient in such necessary tools of communication as reading, speaking, writing, and mental arithmetic. A great number of these individuals with a little encouragement would be glad to have the opportunity to study under direction and to improve themselves with regard to their basic learnings. Local school centers should be encouraged to plan for and to carry into effect class experiences in the school and follow-up experiences in the home which will enable the citizens limited in education to help themselves expand their areas of understanding.

VOCATIONAL EDUCATION FOR ADULTS

As Florida expands in population it is logical to conclude that many new industries will develop. Over 7,000 industries are now operating in the state, yielding an income of more than \$300,000,000 per annum. Others are being added rapidly, and the evidence indicates that the industrial and manufacturing growth of the state is limited only by the vision and initiative of the citizens of Florida. Such mining resources as limestone, phosphate, peat, sand, gravel, kaolin, brick clay, pottery clay, fuller's earth, oil and zircon pave

the way toward the establishment of numbers of pottery, ceramic, and other like industries. Other opportunities for industrial expansion can be developed from fertilizers, tobacco, pulpwood, lumber, fisheries, and the like. Many are the opportunities that lie ahead in the canning of fruits and vegetables. It is estimated that a million and a half cattle, both beef and dairy, are now being raised in Florida. This provides opportunities for tanneries, the meat packing industry, the making of shoes, and similar industrial opportunities. As new industries develop attention must be given to developing skilled workers. It is imperative that the educational leaders of the state have in mind vocational opportunities which will emerge with the state's growth.

In addition to recognizing and preparing for new types of skilled work in Florida, it is necessary to prepare for the rehabilitation of Florida's citizens in those occupations which will decline in importance as new industries develop. By careful study and direction it should be possible for all of Florida's citizens through vocational guidance and re-education to be continually employed.

Continuous occupational surveys should be in progress to determine the vocational needs of the state. Vocational and guidance clinics need to be established in connection with the schools for helping the citizens of the state to find those vocational activities for which they are best suited and in which they can make maximum contributions to the development of the state.

Based upon research and surveys, vocational schools should be located at strategic points through the state. These schools, adequately financed, can provide vocational training and experience for all individuals of the state desiring either vocational training or rehabilitation. To insure the development of adequately financed vocational schools offering proper educational experiences, schools being established should be required to measure up to standards and be prepared for meeting needs of citizens as determined by regulations of the State Board of Education. As a means of helping finance vocational-adult education, the state should allow teacher units to the counties for approved vocational-adult classes and schools.

Following World War II hundreds of veterans are engaging in vocational training and on-the-job training under supervision by the State Department of Education and the Federal Government.

In several of the more populous centers of the state as many as 800 veterans are now enrolled in vocational schools in preparation for various types of skilled and semi-professional work. Institutes for veterans and adults have been set up in 45 counties over the state under the direction of the State Department of Education. The state in cooperation with the Federal Government has set up an Agricultural Extension Service which provides World War veteran farmers agricultural training both in the classroom and in follow-up on the farm. The George-Barton Act recently passed by Congress provides for funds to be matched by the states in developing vocational guidance and adult education. The advantages of the present veterans education program should be continued and expanded as an important beginning of adult education in Florida.

It is important that an in-service education program for skilled workers and professional groups be developed and expanded. The educational agencies in each community should be encouraged to cooperate with industry in expanding the educational programs.

Those adults who are handicapped should be given greater opportunities for vocational training which will enable them to earn a livelihood despite their handicaps.

PARENT AND FAMILY RELATIONS EDUCATION

Many evidences exist in Florida as well as in the nation showing the need for emphasis upon improving family relations and for encouraging adults to learn more about the obligations of parenthood. As the state grows and expands industrially, it is likely that many opportunities for work will be afforded both husbands and wives. This drawing of both man and wife out of the home into industry frequently creates family problems which need careful study and attention.

The divorce rate in Florida as well as in the nation is on the increase, and, if the present rate continues, it is estimated that by 1957 the number of divorces in Florida will approach 50 per cent of the marriages. This problem of the instability in one of the great institutions serving as a foundation for our democracy must be faced squarely by educational leaders in Florida. It is urged

that counselling and guidance clinics be provided in all communities in Florida and that local school units be encouraged to set up classes dealing with family problems for mothers and fathers. Opportunities for learning experiences dealing with parenthood, child and adolescent problems, the family budget, purchase of foods, purchase of clothing, recreational activities as family groups, home building, beautification in and around the home, and other family learning opportunities should be provided those family groups desiring these experiences.

In all communities thought should be given toward the development of desirable family recreational activities. Athletic opportunities, excursions, camping activities, picnics, handicraft classes, hobby activities, forums, and other similar experiences should be provided. Community councils should be encouraged in the various communities of Florida with the function of organizing wholesome community activities which will utilize the educational and cultural resources of the community and develop well-rounded programs for improvement of community living. Plans should be developed for making the schools into community centers where parents and children alike may engage in experiences of enrichment.

CITIZENSHIP EDUCATION

In most Florida communities it is evident that not all of the citizens of the communities are aware of and desirous of making contributions of their time and resources in improving the life of the community. Frequently various worthy civic projects lag because of lack of interest on the part of many of the citizens. In a democracy it is imperative that each citizen make his full contribution to improving the welfare of the group, if the democracy is to develop and function most effectively. Even in the important matter of exercising the franchise often more than half of those citizens in Florida qualified to vote do not participate. In municipal elections in Florida, due to the lack of interest on the part of qualified voters, frequently issues affecting the lives of all in the community are settled by far less than a majority of the qualified voters.

It is important that the citizens in all communities be encouraged to give intelligent consideration to problems of health, safety, conservation, civic improvement, and all other matters involving happy

community living. The programs of the various state agencies involving health, safety, education, conservation, and the like should be coordinated more closely with similar educational activities of local school units and other educational institutions.

Opportunities should be provided in every community for the citizenry to engage in such educational experiences as consumer education, government education, evaluation of propaganda, the assumption of responsibility for worthwhile civic projects, and the like. Opportunities should be provided from time to time for community gatherings where careful study may be given to governmental activities and reports made by governmental officials and agencies. Each citizen should be encouraged to feel and assume a full share of responsibility for improving the operation of the various governmental agencies of the state.

CULTURAL AND LIBERAL EDUCATION

Many of Florida's citizens have learned to appreciate cultural values and to enjoy the finer things of life. This appreciation has come about through experiences in the home and through appreciations developed in high school and in higher education as well as by participation in various cultural experiences afforded in such cultural centers as churches, libraries, art galleries, museums, and in engaging in various civic music, art, and little theatre projects. Nevertheless, since the average Florida citizen has not gone beyond the eighth grade in his formal education, it is fair to assume that thousands of citizens are not prepared to enjoy many cultural activities.

In order to develop appreciations to a greater degree among the citizenry of Florida, it is recommended that educational programs be developed in the school centers of the state which will provide opportunities for cultural experiences to adults. Also the various cultural centers, such as churches, libraries, and museums should be encouraged to expand their offerings and to extend these to a larger group of citizens.

Formal educational programs should be set up for adults to meet such interests and needs as home construction and beautification, public speaking, courses in literature, art, music, and the various cultural and traditional courses offered now to high school students. The educational institutions of the state should be encouraged to continue and expand adult education through forums, extension

classes, institutes, short courses, self directed study, demonstrations, resources-use education, and other similar cultural and liberal arts experiences.

In addition, the educational leaders of each community in Florida should devise ways and means for encouraging adults to take advantage of the opportunities to be found in wise use of the radio, newspapers, magazines, moving pictures, travel, and various recreational activities.

SUMMARY OF RECOMMENDATIONS

A broader program of adult education should be undertaken in Florida in the immediate future. This program should be developed under the sponsorship and authority of the local school systems and the local schools should be utilized as centers for the program. The existing agencies for adult education, such as the General Extension Division and the Agricultural Extension Service should be expanded as service agencies. The State Board of Education should prescribe regulations whereby the total program of adult education may be fully coordinated and have effective leadership.

The following steps are recommended to meet the most urgent needs:

1. *Instruction units for adult education should be included in the foundation program plan.* Under this plan adequate financial support would be provided county boards for approved local school centers which should develop programs of illiteracy education and for other phases of adult education.

2. *All present adult education services should be expanded and adequately financed in accordance with a comprehensive plan for assuring proper development.*

3. *Vocational education should be extended to include all adults desiring such training.*

4. *More careful surveys and necessary research should be carried out under the leadership of the State Department of Education to determine more definitely the scope, needs and policies for an adequate program of adult education in Florida.*

CHAPTER VII

SPECIAL EDUCATIONAL SERVICES

(Student Welfare)

The pupil is the focal point of every discussion about schools—the reason for the school planning and for the expenditures for public education in Florida and throughout the nation. Every process in the school, every practice or technique of teaching and administering the school, every question of quality of teachers and of facilities provided—all these properly are evaluated in terms of what is good for the student and future citizen.

The function of the modern school is broader than the imparting of knowledge; the job of the teacher is more than teaching. The school now accepts, or should accept, as its task the development of well-rounded individuals, able to function as citizens in a complex world. The pupil must not only *know*; he must *be*—and what he is should be of concern to him and to the entire social group in which he lives.

The development of well adjusted individuals and properly functioning citizens cannot be done by the school alone. It must be achieved cooperatively by the family, the school, and the whole community. With the changing conditions since free public education became the pattern in the United States and in Florida, the school has assumed many responsibilities formerly completely assumed by the home and has supplemented many others. Now, the family and the school must combine to study the child's needs and, together with the larger community, must collaborate to supply them. So specialized—and hence so interdependent—have people become, that poverty, illiteracy, and disease can no longer be quarantined; whatever limits or affects one limits or affects all. It is, therefore, of importance to the welfare of the community to see that all children, regardless of race, creed, economic status, or place of residence, have adequate opportunity to grow into well-rounded, happy, healthy, economically-competent citizens.

In Florida, as in the whole nation, the cost of crime and poverty constitute a burden to the citizenry which is more than double the expenditure for education. Money spent for a better educational

program *now* should go a long way toward reducing the cost of crime, poverty, and institutional care later.

SCHOOL GUIDANCE PROGRAMS

The development of a well-rounded citizen demands of the school more than excellence in instruction. It demands recognition of the pupil as an individual and adaptation of the school's program to his needs, capacities, interests, and goals. The term "guidance" has been used in some schools, the term "personnel work" in others, to mean those school activities in which the student's optimum personal development is the primary consideration.

A complete guidance program may best be pictured in terms of the functions it performs. These include: Maintaining a school census; encouraging good attendance by understanding and helping to alleviate causes of absence; keeping complete cumulative records as a source of information about individual pupils; studying the individual's background, abilities, handicaps, interests, goals, and needs; testing of abilities, achievement, aptitudes; assisting the individual in his educational planning; providing vocational information, counselling concerning choice of vocation, placement, and follow-up; personal counselling; maintaining school facilities and practices conducive to physical and mental health and providing school health services; making special provisions for exceptional children.

It will be noted that the program embracing all these services would provide, among other helps, guidance in educational, vocational, and personal fields. To many people "guidance" has become synonymous with "vocational guidance" because this phase of guidance is very important and because the lack of it has been so generally recognized and deplored. A complete guidance program affords vocational guidance to all students, but it offers much more. A pupil has many other problems besides those which confront him in selecting, preparing for, entering, and progressing in his vocation. Every teacher in a school should be trained not only to teach but also to some extent to employ guidance techniques, should be sufficiently skilled to know his own limitations and to recognize situations in which a student needs to be referred to a worker or an agency or a clinic with more specialized skills or resources. Moreover, some person especially trained for the purpose should be designated as a guidance counsellor for each school. When this view underlies the school's guidance program, every teacher realizes that the individual is more important than the subjects he is learning, and a program for insuring his maximum development can be worked out, in keeping with the personnel and facilities available.

What the Schools Are and Are Not Doing

Very few schools in the country have adequate guidance programs. Administrators have had to develop their programs with the personnel available and with limited financial and community resources. Florida's record in this area is notably poor. Among the schools visited by the consultants in the representative counties, there is no school in which a complete guidance program is functioning. In the schools of the state there are some good practices here and there. Some schools have made remarkably good progress in spite of handicaps in shortages of personnel and money, but most have done very little.

Questionnaires filled out by seniors in the white and Negro high schools in the representative counties and by freshmen at the state institutions of higher learning show that only about one-half of these students considered the school program adequate in help given them in personal, educational, and vocational planning. About half of the citizens in the state who filled out a check list on this subject think the schools are helping "some" on guidance. Practically all recognize the need for additional help.

The Counsellor's Training and Other Qualifications

As any profession develops, training for it passes from the trial-and-error, or observation and experiment, stage to the scientific stage. Just as the medical practitioners of earlier years received practically no training in psychiatry and mental hygiene, teachers of the older age brackets did not have included in their initial teacher-training courses work in guidance and mental hygiene. Most teachers trained more recently have had more work in these fields.

Guidance counselling has become a specialized professional field of education, and special training should be required of the people who serve in that capacity. In Florida no standards for training, qualifications, or certification of guidance workers have been established.

Harry A. Jager,¹ Chief, Occupational Information and Guidance Service, U. S. Office of Education states:

"Guidance programs cannot progress much further until all

¹Jager, Harry A., "Training in Guidance Work for Teacher and Counselor," *Occupations*, (p. 151), December, 1945, pp. 151-155.

teachers and school officers, as well as the formally designated counsellor, are familiar with the guidance program, can contribute to it, and can take advantage of it in solving their teaching problems. Training in guidance, therefore, is essential on two levels; in the undergraduate course, for prospective teachers; and on the graduate level, to produce skilled professional workers."

State supervision of guidance should also be provided, and the State Department of Education should establish definite requirements for certificates in this field.

The Guidance Plan in Schools

No school in Florida can be expected to institute a fully developed guidance plan at once. It is suggested that the principal of each school, or some interested and capable person to whom he delegates the responsibility, should check the school to see where it stands in the development of a guidance program. He should survey available personnel to find persons with the interest, training, and personal qualities which equip them to organize and begin the program. Teachers with interest in the idea and with the personal qualifications of potential counsellors can be encouraged to take extension and summer-school courses. No guidance program imposed on a school will be half as effective as one which grows within the school situation under the encouragement of a faculty working together on it as a project.

State and Local Responsibility

Thirty-eight states have state guidance consultants or directors, but Florida is not one of these. The consultants' reports do not mention any county-wide programs of guidance in Florida. However, it is evident that many county supervisors of instruction are aware of the guidance needs of the schools in their counties and that they do much to encourage good guidance practices and to stimulate introduction of more.

It is apparent that (1) administrators must be encouraged to provide for increased guidance programs in their schools; (2) school boards and county superintendents must recognize the necessity for guidance programs as an essential phase of education; (3) more money must be devoted to procuring competent personnel and needed facilities for adequate programs; (4) greater use of community re-

sources in the development of such programs must be made; (5) teachers in service must be given help in understanding and co-operating in the total guidance program; (6) teacher loads in many schools must be lightened so that teachers can give more attention to individual pupils.

It is doubtful that these changes will be realized in many counties soon unless more impetus is provided at the state level. For this reason, it is suggested that a state supervisor of guidance be added to the staff of the State Department of Education and that, wherever practicable, county supervisors also be employed.

Greater emphasis should be placed on provisions for handicapped children, for the gifted, and for veterans. Guidance programs, now beginning to be developed in the secondary schools, should be extended in some of their phases to the elementary schools.

More help in the form of child-guidance services, through clinics or consultation services, should be provided for the smaller school centers in counties which cannot provide these services.

ACCOUNTING FOR ALL PERSONS OF SCHOOL AGE

If society is concerned with the education of all individuals for their own sake and for the welfare of the community, the first necessary step is to see that all children of school age get to school. According to the 1940 census about 20 per cent of Florida's children of school age (ages 5 to 17 years) were not enrolled in any school.

The Florida School Code makes it the duty of the county superintendent to make a "continuing or periodic" census of all inhabitants between six and eighteen years and to provide each principal with a list of the names of the students who should be enrolled in his school. If a periodic census is used it must be brought up to date twice in each decade. It is the duty of the principal to report to the county superintendent any children of school age not attending school.

Every principal is by law required to report to the county superintendent at the close of the second week of the school term a list of deaf and blind children and of all other physically handicapped children. The superintendent is required to transmit these lists to the State Superintendent, who in turn is to transmit them to the Florida School for the Deaf and Blind, to the Florida Crippled Children's Commission, and to any other agency providing services for handicapped children.

No county is at present meeting all these requirements of law. Because of the high percentage of tourists and migrants in some counties, it is difficult for these counties to do an entirely satisfactory job under existing conditions. Most counties can and should

do a better job than they are now doing. A few counties which have good attendance departments make a serious effort to learn what children of school age are not attending and to see that they are enrolled.

For the present it might not be practicable to require every county to make a school census as a condition to receiving state aid, but the State Department of Education should encourage such practices by requiring reports on what is done. It is recommended that every county seriously attempt to maintain an adequate school census. When all teachers are employed on a ten months basis they should be able to bring the census up to date each year.

COMPULSORY ATTENDANCE

Free public education is a corollary to universal suffrage. The purpose of the compulsory school attendance law is to provide every child equal opportunity to procure a minimum education at public expense, and to help to make him a self-sustaining and competent individual and a better citizen. The need for such a law in Florida is apparent when one realizes that one-third of the present adult population has not completed the sixth grade.

The School Code requires that children between the ages of seven and sixteen be enrolled in school unless they are exempt for (1) physical or mental disability, in some of which cases provision for attendance at special schools is made; (2) lack of transportation facilities if they would be required to walk excessive distances; (3) financial need if they are fourteen years of age and hold employment certificates, granted by the county superintendent under the child-labor laws.

Florida's record of children in school does not compare favorably with that of the rest of the nation. According to the Biennial Report of the U. S. Office of Education of 1943-44, the ratio of pupils enrolled to population five to seventeen years of age, inclusive, was 78.8 for Florida and 80.0 for the nation.

In 1939-40 Florida's average length of term was 167.5 days while the average for the nation was 175. That year the average number of days attended by each pupil in Florida was 148.2 and for the nation was 151.7. The per cent of pupils enrolled attending daily was 88.5 for Florida and 86.7 for the nation. In 1943-44 the average length of term for the nation was 175.5 and for Florida was 171.3. That year the average number of days attended by each pupil in Florida was 150.8 and for the nation was 149.7. The per cent of pupils enrolled attending daily was 88.1 for Florida and 84.3 for the nation. Thus on these two items Florida was slightly above the national average but considerably below the average for a number of other states.

No law is effective unless provisions are made for enforcing it. The county board of public instruction in each county in Florida *may* employ attendance assistants, who are certificated according to standards prescribed by the State Board of Education and whose duties are prescribed by law. At present, only twenty-eight counties employ attendance assistants, and some of these assign to the attendance assistants other duties, such as supervision of transportation, textbooks, and lunchrooms.

Enforcement of the compulsory attendance law is not complete in any county of the state although twenty-four county superintendents report that it is "satisfactory." In many counties it is not even attempted. Many counties frankly report that, among Negroes especially, to attempt to enforce the law would be ridiculous, for there would not be enough buildings to house the children who should be required to attend!

Just how many attendance assistants there should be depends on their duties. With present duties—maintaining records, investigating enrollment and unexcused absences, returning children to parents, visiting homes, reporting to child-labor inspector, inspecting places of employment when necessary, and recording visits—there should be about one attendance assistant for approximately each two hundred teachers or a major fraction thereof. Every county should have the services of at least one white and one Negro worker in this field except some of the smaller counties should cooperate in providing these services.

The duties of the attendance assistants should be broadened to include more work with individual problems discovered through investigation of non-attendance. The State Department of Education should certificate as "visiting counsellors" only persons who have training in both teaching and social service work. The term "visiting counsellors" is more satisfactory than the term "attendance assistants."

In the poll conducted by the Citizens Committee the people of Florida were practically unanimous in stating that they believe in compulsory attendance. Two-thirds of those polled stated that they did not think children should be permitted to quit a school to go to work until they are eighteen years of age. It is evident, however, that many citizens—even many teachers and principals—still think of the attendance assistant as a "truant officer" and do not have an adequate conception of what the duties should be.

Attempts to enforce compulsory attendance laws alone will not

solve the problem of attendance in Florida. When principals and teachers fully realize the importance of providing a school program suited to the needs of the children in the community, school attendance will improve. Parents are legally responsible for the attendance at school of a child of school age and for explanations concerning his absences, but compulsion is the least desirable basis for attendance at school. The individualizing of education is inevitably followed by recognition among the citizens of the community that the schools are offering what their children need. Good programs of school-community relationships foster better attendance than the provisions of law.

The juvenile courts, where they exist—there are seven in Florida—and, in other counties, the county judges' courts have jurisdiction for the enforcement of attendance laws. The county superintendent may invoke the aid of the court in cases of non-enrollment, non-attendance, and "habitual truancy." However, in many counties this is seldom invoked, and there is a general feeling in some counties that, if invoked, it would not be effective for political reasons.

As is the case with school census practices, the enforcement of compulsory attendance laws in Florida is made more difficult by the large influx of tourists and migrants each year. Every effort should be made to inform the people through the newspapers of school resources and laws and to enlist the aid of utility companies, tourist and trailer camps, and school children in reporting children who should be in school.

ATTENDANCE RECORDS AND REPORTS

Adequate pupil accounting requires the use of good records and reports. A continuing census, records for transfer of students, records of absence and tardiness, and forms for summarizing and reporting this information are necessary.

The records and reports required by the State Department of Education are reasonably well kept in most of the counties of Florida. The inaccuracies and failures to report in a few counties are apparently due to variation in application of the system on the part of the county superintendents and principals and not to inadequacies of the system. Such departures from the usual procedure are few, but some of them are serious and should be eliminated.

The teacher's register of attendance is the basic attendance record. This, together with the principal's record and report book, provides information about the individual's attendance record and the school's

attendance which is essential for analysis and breakdown into significant trends and comparison with attendance reports from other states. Some interesting and startling facts emerge from the study of the reports based on these records.

In addition to loss of opportunity through failure to enroll in any school, there is a very appreciable loss of school experience in terms of days lost by boys and girls in regular membership in Florida. The average during recent years has been about 8 per cent of the number of days in membership for whites and about 9 per cent for Negroes. Authorities in the field of child-accounting agree that a 2 or 2½ per cent absence is justifiable. Except in time of epidemic, or unusually bad weather, a higher percentage of absence represents an unnecessary loss. In certain counties in Florida the loss is exceedingly high.

The attitude toward absences ranges from ignoring most of them in a number of counties to a very careful follow-up in others. The extent of truancy varies considerably among the different counties. It is common when there seems to be little interest on the part of parents. It is expected that improved guidance programs will do much to decrease truancy and improve attendance. Treatment of truants demands individual case work from schools or visiting counsellors, for truancy is but the symptom of an underlying cause, which is different in each case.

Late entrances and early drop-outs in some agricultural communities are serious. Records now available in the State Department of Education should be analyzed by months for implications as to necessary steps to solve the problem and meet the needs of the communities.

The Florida School Code requires that attendance reports be submitted from parochial, denominational, and private schools, but there are very few counties which require or check on these reports. Obviously, better enforcement of this provision should be required as attendance departments are improved and expanded.

The procedure for granting and requiring transfers for students moving from one school to another is explained in the handbook, *School Attendance Service in Florida*, issued by the State Department of Education in 1942. Approximately two-thirds of the public schools visited grant transfers to students leaving and require them of students entering from other schools. In some counties, however,

practically none of the schools pays any attention to transfers. It will readily be seen that many students can be "lost" to the schools unless the use of transfers is more general.

As pointed out in other chapters, the lack of holding-power of the schools is a matter of concern. In some counties most of the boys drop out of school before reaching the twelfth grade. In a few counties less than 10 per cent of the white students enrolled and none of the Negroes are in the upper three grades.

Just what factors are involved in this high rate of loss of students should be given careful study in all counties as a basis for improving the situation. From whatever cause, the drop-outs occur at all levels but increase greatly through grades 7 to 12.

CHILD-LABOR PROVISIONS AS RELATED TO ATTENDANCE AND EDUCATION

In general, during school hours, the minimum age for employment under the present law is sixteen years. No minor under sixteen may work between the hours of 8:00 P. M. and 6:30 A. M. or for more than eight hours in any one day or for more than forty hours a week. The importance of enforcing these restrictions on the number of hours of work allowed is especially apparent to school principals, teachers, and counsellors who have an opportunity to observe the children in their school classes. Too often the combined hours of school and work of employed school children are far in excess of the number commonly accepted as optimum working hours for adults. Many of these children are so tired and sleepy that they fail to attend school regularly, and some of those who do attend fall asleep over their lessons, with the result that their school progress is seriously retarded.

By a 1943 amendment to the child-labor law, the office of State Labor Inspector was abolished and the enforcement of the chapter was made the responsibility of the Florida Industrial Commission. Because every industrial accident occurring in the state is reported to the Commission and because the administration of other laws under its jurisdiction necessitates frequent inspections of the establishments of all employers of Florida, the Industrial Commission should be in good position to carry out this obligation.

Provisions Relating to Employment Certificates. The child-labor law permits exemption from attendance at school for minors fourteen to sixteen years of age only when it is necessary for the child to be

gainfully employed for the support and maintenance of the family. An employment certificate may be issued by the county superintendent when all required conditions have been satisfactorily met.

Copies of all employment certificates issued by the county superintendents are transmitted to the State Department of Education, where certain statistical information is tabulated. The certificates are then passed on to the Florida Industrial Commission for permanent filing as evidence of issuance. The records of the State Department of Education reveal that the following numbers of certificates were issued during recent years:

For the year 1943-44.....	19,215
For the year 1944-45.....	16,517
For the year 1945-46.....	12,546

Many of these certificates are issued in the smaller counties. The enactment of the new child-labor and school-attendance laws has brought about a distinct improvement in school attendance, as employers in general are reluctant to employ minors without first securing an employment certificate because they are not willing to accept the responsibility or liability for violation of the child-labor law. However, there is considerable laxity in some counties about issuing and requiring these certificates, and often children are allowed to work without having procured them or without having had the health examination prescribed by law. No child should be allowed to withdraw from school to work until some competent school counsellor has interviewed him and his family and attempted to help prevent his having to withdraw. Also, no child should be granted the certificate until he has had a *thorough* health examination.

Provisions Relating to Persons Over Sixteen Years of Age. The child-labor law prohibits the employment of minors in any establishment which may be detrimental to their life, health, or morals, such establishments being pool rooms, saloons, bars or any establishment manufacturing or offering intoxicating liquors for sale, and in any occupation which may be declared hazardous by the Industrial Commission.

Girls under eighteen years of age are prohibited from engaging in the selling, offering for sale, soliciting for, collecting for, displaying, or distributing any newspaper, magazines, or periodicals, or polishing shoes on any street or public place or from house to house and are not permitted to work as messengers for telegraph, telephone, and messenger companies in the distribution, transmission, or delivery of goods or messages. Employers are required to furnish suitable washrooms, water closets, and dressing rooms where girls under eighteen are to be employed.

A certificate of age issued by the county superintendent of public instruction must be filed by the worker with the employer.

Problem of Hazardous Occupations. The problems of hazardous occupations are great. The child-labor law prohibits the employment of minors under sixteen years of age in any hazardous occupation. However, the law vests the Industrial Commission with the power to declare any occupation to be hazardous for minors up to eighteen years of age, if the Commission deems it to be hazardous and injurious to the life, health, safety, or welfare of such minor, but only after a public hearing and after such notice as the Commission may by regulation prescribe.

There are many occupations on the farm or grove which are as hazardous as those in any other industry, but up to the present time the legislature has seen fit to exempt farm labor from the child-labor law, except during the hours when the public schools are in session. This industry is also exempted from the workmen's compensation law, and the Industrial Commission has no means of invoking the double-compensation provisions because of a violation of the child-labor law. This situation also applies to domestic service in private homes.

The Industrial Commission, the administering agency of the child-labor law, has attempted to enforce all the provisions of this law, mainly by invoking the double-compensation provisions of the workmen's compensation law, which practice has been very effective. As an example, during the year 1946, 534 employers have been required to pay this penalty. The Industrial Commission has been handicapped in the enforcement of this law because of insufficient funds and local indifference.

One of the most apparent needs is for the child-labor law to be amended to correct ambiguities so that the average layman may be able to interpret all of its provisions without the assistance of an attorney. There should be high standards of employment for young people, including safeguards against too early child-labor, low wages (at present there are no minimum-wage laws in Florida) and harmful working conditions. The county superintendent should continue to be the person entrusted with the issuance of employment and age certificates, but some county superintendents should take this responsibility much more seriously.

SCHOOL HEALTH

There are still many areas in Florida where health and nutritional deficiencies prevent the children from progressing satisfactorily in school. These conditions are found to be worst among Negroes and among white children from lower economic brackets.

Health Units

Health Units are to be found in forty-one counties. Those in the counties studied intensively differ greatly in the amount and kind of services they render the schools. There is an apparent difference in philosophies between the school and the health authorities as to what these services should be. Many school administrators take the position: "Either give us more help to meet the health needs of our pupils or we will have to try to provide it from school funds." To reconcile these differences, it is urgent that school administrators and health authorities at the state level and in each county agree

on their respective responsibilities, taking care that all the health needs of the children are met. Services which are needed include tests of vision and of hearing, weights and measurements, health training, follow-up of conditions diagnosed or observed, treatment of indigent pupils, first-aid, health examinations at more frequent intervals, and health clinics. It is evident that many of these needs are not now being met satisfactorily.

Health Examinations

Of schools visited by the consultants, only one-fourth reported any health examinations given last year. In nearly half of the cases there was no record of such services during recent years. No school reported a thorough examination of all its pupils, and only a few reported as much follow-up as conference with parents and with the health unit. In many counties there is no agency which can give medical service to a child of an indigent family after the health unit has diagnosed need. Perhaps because of this fact, there has grown up in many communities the practice of accepting health services from other organizations without working out a coordinated health program under the school's direction.

The following plan for physical examinations is recommended:

- (1) Pre-school examinations, three months prior to opening of school.
- (2) Examination of all eighth-grade pupils. This should include test for syphilis and chest X-ray.
- (3) Yearly examinations for those participating in athletics.
- (4) Special examinations—screening by teacher or nurse for pupils who need examinations for these reasons: failure in school work, unusual discipline problems, social-maladjustment, emotional instability, failure to gain in height or weight, physical defects, and mental defects.
- (5) Follow-up to all examinations by conference with parents, referral to private physicians or proper community agencies or facilities, proper referral of physically and mentally handicapped, and recheck after reasonable interval.

In the poll of citizens practically all who replied want health examinations for all children every year or two; practically all also want some follow-up action; approximately one-half want necessary treatment provided with approval of parents at public expense.

Immunizations

It is generally agreed that the health unit should provide immunizations, which should be prerequisite to admission to school

hereafter and should be required as soon as practicable of those now enrolled, for diphtheria, whooping cough (for those who are under eight years), smallpox, typhoid, and tetanus. These should be given at the school if a large enough group can be immunized at once; otherwise, children should go to the health unit. Only about 6 per cent of the citizens polled do not want immunizations required.

Mental Health

As a means of improving mental health conditions in the schools, every teacher should have training in mental-hygiene principles, should be able to recognize symptoms of maladjustment, and should accept responsibility for referring these cases to appropriate counselors or to medical or psychological authorities. More attention should be given to the teachers' own adjustment. An effort should be made to acquaint the people with other criteria of success of the school's program besides achievement tests; the development of wholesome, well-rounded persons should be regarded as more important than passing specific examinations or achieving certain grades. Greater emphasis should be put on clinical services throughout the state. Child-guidance centers should be established or clinical services otherwise provided. Marking practices should be evaluated in part by the effect on the mental attitude of the child. Those which encourage him to measure his achievement in comparison to his own capacity rather than in comparison with that of his fellow students should be adopted more widely.

The School's Responsibilities

Schools should provide adequate space and equipment for health rooms and should arrange time for the nursing and medical services provided by the health unit. A duplicate of the health unit's records of each student should be filed with the school to be included in the school's cumulative records.

Communicable Diseases

Teachers or the school nurse, if there is one, should be alert to observe each day any signs of illness among pupils, and all those suspected of suffering from communicable disease should be excluded and readmitted, as the law requires, only on the written permission of the county health officer or of other reputable, licensed physician. The principal should continue to be responsible for the

enforcement of this provision and should report all cases of communicable disease to the Health Department, which should furnish consultation service to the school when requested to do so and should help teachers to be able to recognize the more common communicable diseases.

Safety and Sanitation

Conditions in some Florida schools are far from healthful. Consultants reported premises in about two-thirds of the schools visited clean and sanitary; in about 8 per cent of the cases they were reported as very unsatisfactory. Unsatisfactory building conditions are found in many areas. Some children are being required by law to attend school in buildings which have been, or should be, condemned. This condition is more prevalent among Negro schools than among white, more true of rural schools than of urban. Steps should be taken immediately to insure safe, healthful school surroundings for all the children of the state.

Every school must have a protected and potable water supply, approved at regular intervals by the State Board of Health. Every school must have adequate methods of disposing of excreta and other wastes. The facilities and methods of such disposal must be approved at regular intervals by the State Board of Health. All school buildings must be so constructed, or reconstructed, that they meet the minimum requirements outlined by the Sanitary Code.

The Health Department, at the request of school authorities, will instruct janitors or other school employees in the care and operation of water supplies, excreta disposal, and lunchroom facilities.

SCHOOL LUNCHES

Considered from the angle of student welfare, the school lunch is an important item. Every school should provide a hot lunch for its students, but there are still some schools in the state without facilities to do this. Approximately one-third of the child's daily dietary needs should be met by the lunch provided him at school, and in connection with the school lunch program instruction in proper food selection and good eating habits should be offered. Lunchrooms should meet all the requirements of the Sanitary Code, but should operate under regulations of the State Board of Education. The school lunch program should now be recognized as an

integral part of the school program. This means that permanent provision should be made for suitable space, equipment, staff, administration, and supervision.

This year 739 Florida schools are participating in the federal school lunch program, and a number of additional schools provide lunches of some type. The amount spent last year on the so-called federal school lunch programs was \$3,346,122. Of this amount, \$1,996,507 came from payments for lunches, \$1,200,000 from the Federal Government, and the rest from other sources. About 23 per cent of the Florida students participated as compared with a similar percentage from Alabama, 33.5 per cent from Georgia and 62.8 per cent from South Carolina.

SCHOOL GOVERNMENT—EDUCATION FOR GOOD CITIZENSHIP

Responsibility for control of pupils is entrusted by the Florida School Code to the principal of the school. The Code specifies that corporal punishment may be employed at the discretion of the principal, never administered at the discretion of the teacher alone. The citizens of Florida overwhelmingly favor the type of discipline which helps children to understand reasons for good behavior and to learn to make good decisions for themselves.

The fact that no special problems concerning discipline were reported and the fact that the consultants observed generally satisfactory disciplinary conditions in the schools is an encouraging commentary on teachers and teaching. Good discipline does not necessarily mean dead quiet and regimented conduct. Rather, good discipline implies interest in the activity being carried on by the group and maintenance of conditions making group work possible. Natural behavior commonly acceptable in groups should be maintained, and courtesy and good manners should be by-products of all the child's learning experiences.

Student Councils. Student government plans have not been very widely used as yet in the elementary schools, but they have been employed extensively in junior and senior high schools. The student councils of Florida have a state organization, and there are some counties in which similar conferences are held for the exchange of ideas. When carried on under competent leadership, student councils offer fine opportunities and practical training for young people in

citizenship practices: election of leaders, carrying of responsibilities, intelligent consideration of policies, and cooperation in school activities.

JUVENILE DELINQUENCY

Much attention has been given lately to the problem of juvenile delinquency, and some agitation has been evident to demand that the schools do something to offset or prevent delinquency. It is proper that the school should do its share in this attempt, but preventing and correcting delinquency is a task which must be shared by the whole community. Thought and intelligent planning to unite the family, the church, the school, and the entire community are necessary. No one factor causes delinquency, and no one panacea for it exists.

“Healthy, happy, secure children—children who feel comfortable with themselves, their playmates, their parents, and other adults—do not as a rule become delinquent.”²

Behavior problems in school indicate that there is something wrong with the child and his environment. The important point is for the school to look for the cause rather than treat the behavior as a nuisance.

It should be recognized that, no matter how good the teacher or how flexible the school program, there will always be some children who, because of unfortunate home situations or personality disorders, will show symptoms of maladjustment. These may include extreme timidity, restlessness, laziness, or the child may avoid usual companionships with other children. Maladjustment may be expressed in nail-biting, thumb-sucking, or peculiar mannerisms, or it may be expressed in fighting, stealing, disobedience, causing disturbance in class, or playing truant. The school should recognize these actions and habits as symptoms of disturbance of the child and should find and deal with the difficulty.

An understanding teacher is often able to help a disturbed child through her personal interest in him. If, however, the teacher is over-burdened with crowded classes and too many other responsibilities, she may have far too little time or energy to be able to consider the needs of each individual child. The citizens of the state, therefore, must provide an adequate number as well as properly qualified teachers if schools are going to assume their responsibility for preventing delinquency.

² *Understanding Juvenile Delinquency*, U. S. Department of Labor, Children's Bureau Publication 300, 1943, p. 21.

There are many times, also, when a child's difficulty is outside of the teacher's ability to handle and requires the knowledge and skills of other professional persons. A child may be undernourished or may be suffering from some physical ailment which prevents him from progressing in school, or his home situation may be one which seriously affects his school work.

The teacher should be able to turn to someone for this additional help which the child and his family need. Here is where the guidance counsellor or the visiting counsellor, suggested above, may be useful. Here also is the opportunity for the school to call on other agencies in the community.

HOME, SCHOOL, AND COMMUNITY RELATIONSHIP

Large numbers of parents hold the school entirely responsible for the success or failure of the child. This is definitely an indication that among citizens there is lack of understanding of what the school is attempting or can do. It is also an indication of the need for the school to relate more adequately its program to the total state and community program for the welfare of its children.

To solve these two problems, it would seem that the first step would be to help school patrons become fully acquainted with the objectives and practices in the school program. Parents should be encouraged to visit the school, know the teachers, and secure a picture of what the school is actually doing for their own children. It is significant that two-thirds of the citizens who responded to this item on the check list consider home-school relationships unsatisfactory at present. About one-half of these blame the parents, and the other half blame the schools.

Hundreds of parents never visit the school, and hundreds more visit only when the child is in trouble. This is seldom a time for learning about the total objectives of the school program. It is not practical under present conditions to expect teachers to visit the homes of all pupils, desirable though that would be. When a teacher has a large class and many related duties, to do so would be an impossibility.

In order to get parents to visit the schools, there should be regular visiting hours when teachers are free to talk with parents. Periodic meetings should be planned for fathers and mothers when officials and teachers give practical examples of what children are taught and how they are taught. These give excellent opportunities for pointing up needs and lacks in the school program. In this manner, opportunity can also be given to parents to ask questions and have them answered intelligently.

The school cannot isolate itself from other community services for children if it is to carry on a successful program. It is to the advantage of the school for the community to have health resources so that children may receive necessary physical examinations and medical treatment, to have adequate recreational facilities so that children may be insured wholesome recreation outside of school hours as well as during the school day, and to have social agencies which provide financial aid and counselling services for families in order that children from such families may be able to attend school. These are merely examples of the resources upon which schools are dependent.

Through the work of committees involving lay citizens there can be developed a consciousness of the way in which a school program blends into all other community services for children. Interest will be increased and the school program as a whole will be better understood and accepted to the end that all children will receive a better chance for happiness and success.

SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

There is urgent need for greater emphasis on individualizing education in the high schools and elementary schools of Florida. This can be accomplished by securing well-trained teachers; providing in-service training for teachers already in school; encouraging development of more and better guidance programs throughout the state; better practices in all counties concerning school census and attendance laws; coordination with health units concerning health services in the school; and coordination of organizations in meeting childrens' needs. Better provision for counselling all students, equalizing educational conditions affecting white and Negro and urban and rural children, increased facilities for exceptional children, vigilance for meeting health needs of all children—all these are required if Florida is to serve to its best ability the young people in its schools. The following improvements in local school policies are recommended:

1. Development of a guidance program in every secondary school and some guidance practices in elementary schools.
2. Provision for in-service training of teachers to encourage individualizing of instruction and employment of mental-hygiene principles.
3. Examination of all school practices and evaluation in terms of their effect on mental health and personal adjustment of pupils.

4. Coordination of health services offered pupils.
5. Employment of at least one visiting counsellor for each 200 teachers.
6. Follow-up studies of graduates and school leavers.
7. Adjustment of school term and program of study to children to be taught.
8. Better census efforts; more accurate child-accounting and use of transfers.
9. Sponsorship of (a) good program of public relations to acquaint community with school program; (b) organization of committees of representatives of agencies in the community to attack common problems concerning young people.

1. *Greater effort should be made to individualize education in the schools and to develop programs and services that meet the needs of all students.*

2. *Every school should develop plans for an adequate guidance and counselling program for all students.* This is obviously important for high schools but should be recognized as equally necessary for elementary schools. Assistance in working out satisfactory programs should be provided by county supervisors and by consultants in the State Department of Education.

3. *Every county should maintain an up-to-date census of all children and youth at least up to eighteen years of age.* Until a satisfactory program is put into operation, there can be no assurance that all children of school age will be located or will attend school. The State Department of Education should require periodic census reports.

4. *An effective compulsory attendance program should be developed in every county.* This will require a school program of greater interest and value to all children and the employment of trained counsellors, about one for every 200 to 300 teachers, to assist principals and teachers in solving their problems. Consideration should be given to raising the compulsory attendance age to eighteen in the near future. The state should provide adequate supervision for the attendance program.

5. *School authorities should cooperate with the Industrial Commission in strengthening child-labor provisions and their enforcement.* School authorities, who properly have the responsibilities for issuing certificates of exemption, should see that the privilege is not

abused. Further steps should be taken to prevent the employment of children in hazardous occupations.

6. *School leaders should cooperate with health officials in seeking that adequate health services are provided for all children.* Health rooms should be provided in each school, adequate provisions made for periodic examinations and follow-up services where needed, nutritious lunches provided, and the school premises kept clean, sanitary and safe at all times. Proper attention to mental health and emotional adjustments is also necessary.

7. *The county board of each county should arrange to make available for each child an adequate lunch for the cost of the food.* This means that county boards should include in their budgets sufficient funds to cover personnel, facilities, and other expenses connected with the school lunch program.

8. *The problem of school government should be further studied with a view to developing more effective plans.* Through their school experiences pupils should learn to become good citizens of a democracy in which each person should be able to evaluate fairly and decide wisely, with due regard for the interests of others, his own conduct.

9. *The schools should take the lead in encouraging cooperation and coordination among all groups directly concerned with the education of the children.* It is particularly important that the schools keep in close touch with the homes and obtain the cooperation of the parents in guiding the learning experiences of their children.

CHAPTER VIII

THE EDUCATION OF EXCEPTIONAL CHILDREN AND YOUTH

It is generally conceded that the state is responsible for the education of every educable child of school age, regardless of his physical, mental, or emotional limitations or capacities. The discharge of such responsibility is not only a matter of accepting the principle of universal education for all children at public expense. It is also a practical measure of economy, since any steps taken toward making a handicapped child or youth even partially self-dependent will relieve the state of the much larger financial burden of supporting a handicapped adult who is unable to care for himself.

The state has under its control the public educational institutions through which it can discharge this obligation, namely the elementary and secondary schools, the colleges, and certain residential schools, and other agencies. The types of exceptional children in the school population who should be served by these institutions may be divided into three large groups, namely :

(1) *Physically handicapped children:* The deaf and the hard of hearing; the blind and the partially seeing; the orthopedically handicapped and otherwise crippled or delicate; and certain types of speech defectives.

(2) *Mentally exceptional children:* On the one hand, those who are seriously retarded in intellectual development; and, on the other hand, those who are gifted, intellectually brilliant, or talented beyond their fellows.

(3) *Socially or emotionally maladjusted or disturbed children,* whose difficulty manifests itself through serious behavior problems, distorted personality, or some forms of speech defects.

Other chapters of this report have made frequent reference to the needs of these exceptional children and youth, and to the importance of serving them through administrative organization, program adjustments, special building facilities, and other means. It is the purpose of this chapter to point out specifically certain facts regarding provisions now made for them in Florida and to suggest ways in which such provisions may be further developed. Several fundamental questions will first be answered, and then certain principles and conclusions will be presented based upon the answers to these questions.

SOME FUNDAMENTAL QUESTIONS

1. *What provisions now exist in Florida for the education of exceptional children?*

Basic to the further development of any educational program is a knowledge of what has already been done. Florida has taken steps to serve its exceptional children in a number of ways. Prominent among these are the following:

There is a state residential school for the deaf and the blind at St. Augustine, with an enrollment of some 300 deaf pupils and 100 blind pupils (white and Negro).

There are two state schools for delinquents, one for white and Negro boys at Marianna, the other for white girls at Ocala. These two institutions care for about 450 boys and 100 girls respectively.

The Florida Farm Colony at Gainesville is a custodial institution for the mentally deficient. It has on its rolls some 500 white persons of all ages. About 100 of these (children and young people) are enrolled for school work.

Existing state legislation permits the counties to organize day school units for handicapped children, with a special arrangement for state financial support. Latest reports indicate that some 70 such units have been organized in the counties, their total enrollment being approximately 1,200.

It thus appears that a total of about 2,500 children and youth in Florida who have serious handicaps are being given *special* attention through state-supported educational facilities. To these should be added the relatively few children who are hospitalized for surgical work or long convalescent care and who, during the period of hospitalization, have the advantages of some instruction at public expense. To these should be added also the exceptional children who are attending private schools in Florida. And, finally, should be added the children whom teachers of regular classes are trying to help, though too often with inadequate resources. In order to be sure to cover all these groups, it might be estimated generously that perhaps 3,000—and certainly not more than 4,000—exceptional children and youth are materially benefiting by educational adjustments made in the school program.

2. *Do these provisions meet the existing need in Florida?*

The answer to this question depends upon the number of exceptional children and youth to be found in the state. No one knows the exact incidence of handicaps demanding special educational

treatment for children of school age. Their number in a given school population can be estimated, however, on the basis of enumerations or surveys that have been made in specific localities.

It has been conservatively estimated, for example, that about 7 per cent of children and youth of school age have serious physical handicaps which call for special educational facilities. Not only do the blind need instruction by tactile methods, but also children who have *partial* vision need educational provisions that will help to conserve the sight they have. Similarly, the hard of hearing, who are much more numerous than the deaf, need not institutional care but special instruction in speech and lip reading in the community day schools. Crippling conditions often demand special educational equipment. Children who have heart ailments or are otherwise of delicate constitution need a specially arranged school program. Cleft palate speech and other speech handicaps of physical origin add to the conditions demanding special educational services.

It has also been estimated that from 1 to 2 per cent of children of school age are so seriously retarded in intellectual growth that, while quite able to attend a community day school, they cannot possibly make progress in the regular classes. They need specialized instruction in special groups through which they can learn to make the most of whatever capacities they possess. Similarly, from 1 to 2 per cent of school children are at the highest level of the intellectual scale. These should be given special attention because of their gifts and talents, in order that they may learn to give of their best to the society in which they live.

Finally, it has been estimated that from 2 to 3 per cent of our children at school show evidence of serious emotional or social maladjustment, which needs treatment in its incipient stages if both the individual and society are not to suffer from it in later days. It may be safely said that most of the boys and girls at Marianna and Ocala are there because such special guidance was not available at the right time.

Thus, at least 10 per cent of the boys and girls of school age are physically, mentally, or emotionally handicapped to the extent that they require special educational facilities. An additional 1 or 2 per cent may be considered so talented or intellectually gifted that they, too, should have special attention. The remainder of this chapter, however, deals only with *handicapped* children and youth, not with the intellectually gifted or talented.

The elementary and secondary school population of Florida is about 400,000. Ten per cent of 400,000 is 40,000. One need only compare this figure with that of 3,000—or at most 4,000—children who are now benefiting by adjusted educational programs in Florida in order to draw the obvious conclusion: *Existing provisions of special education reach not more than one-tenth of the handicapped children of the state.*

3. *Where are the thousands of handicapped children and youth who are not being reached?*

Most of them are probably struggling along in the regular classes unable to make progress because they do not hear what the teacher says, or because they cannot see the blackboard, or because they are mentally incapable of mastering the curriculum. The result is discouragement, failure, rebellion against the school and against society, with major difficulties of adjustment throughout their school career.

But many of them, too, because of these very difficulties, drop out of school; and many have not attended school at all because, being crippled, they have no way of getting there, or because they may be rather useful at home, or even because parents hide them away from the public gaze. This last situation is more often true than many people think, particularly in the case of children with cerebral palsy, or so-called spastic paralysis, and other defects that appear to parents to be a stigma upon the family honor.

4. *How can these thousands of handicapped children be found?*

Elsewhere in this report a recommendation is made for the inauguration of a continuing school census. This should furnish the possibilities of an excellent beginning in locating and identifying seriously handicapped children and youth, provided the procedures developed allow for and enforce such reporting. Of itself, however, it will be inadequate for finding *all* the handicapped children needing special attention, *first*, because, as already indicated, many of them are not attending school; and *second*, because the majority of teachers are unable to identify any but the most obvious handicaps.

The continuing school census must, therefore, be re-enforced by other means. State-wide programs of testing the hearing and vision of school children and more extensive psychological examinations in order to identify the mentally deficient would be of inestimable help. Such programs must be carried on under the guidance of a professionally trained staff, if the interpretation of test results is to be safeguarded.

In some states, surveys have been made of selected areas, and a comprehensive enumeration of handicapped children in those areas has been achieved through the cooperation of all interested public and private agencies. In Florida, one county might be designated to

furnish a sampling for the state, to be followed by similar surveys elsewhere. The Crippled Children's Commission should already have in its records information of great value in locating children suffering from crippling conditions. All existing data in the records of this and every other agency should be compiled, and steps should be taken to supplement these with other needed information. In fact, the laws now on the statute books of the State of Florida, relating to compulsory school attendance and school census (see Chapter 232) would, if enforced, pave the way for very considerable progress in making a comprehensive survey of handicapped children.

5. What educational provisions should be made for handicapped children?

The further development of the state's educational program for exceptional children need not wait for the culmination of a state-wide or even a large regional survey designed to find *all* the children requiring attention. There are enough handicapped children already known to local educational officials to warrant a substantial increase in the state's program. The state-sponsored facilities for the education of exceptional children should be varied in accordance with the needs of the children concerned. They include the following:

(a) Special provisions in regular classes at school for children able to maintain their place in a regular class, provided suitable adjustment is made for them.

(b) Special classes or centers for a particular type of children (such as the hard of hearing or the mentally deficient) if the number of such children in a given community is large enough to warrant an organization of this kind.

(c) Provision of transportation to a school center for handicapped children who would otherwise be unable to attend school.

(d) Provision for the instruction of children confined to their homes because of a physical handicap or during a long period of convalescence.

(e) Instruction (with the attending physician's approval) for hospitalized children in hospitals, convalescent homes, and sanatoria.

(f) Clinical services for child guidance that will serve to prevent the development of later serious emotional disturbance or anti-social behavior.

(g) Residential schools for those who are too seriously handicapped to be served in day schools or in whose home communities no special educational facilities can be established. The schools for the deaf and blind, the delinquent, and the feeble-minded would come under this category.

(h) Parent education to assist in the home training of exceptional children.

Such a total program as the above for all the exceptional children of the state cannot grow up over-night. It is a matter of development over a period of years, with the education of the public, the educators, and the parents all going on simultaneously. Florida has made a substantial beginning through the efforts of interested professional persons and laymen. The state should confidently look forward to a continuous extension of the program until every exceptional child in the state has been reached. To that end certain principles of organization are presented with conclusions based thereon.

6. What further provisions should be made for the vocational rehabilitation of handicapped persons?

As handicapped children and youth grow to employable age, they become eligible for the services of vocational rehabilitation. These two programs—education of handicapped children and vocational rehabilitation of handicapped adults—are distinct yet related services, just as elementary education and adult education in general are distinct yet related functions. Neither one is a part of the other, but, because of their relationship to each other as coordinate responsibilities concerned with the handicapped, it seems pertinent to point out here a few facts regarding vocational rehabilitation in Florida.

Statistical studies of several thousand disabled persons already rehabilitated and placed in employment show conclusively the economic as well as the humanitarian value of the vocational rehabilitation program which is operated for the purpose of making disabled persons employable and fitting them into suitable jobs. Not only vocational guidance and vocational training, but also medical examinations, medical and surgical treatment to remove or diminish disabilities and the fitting of artificial appliances are important in this service. A good foundation has been laid in the establishment of an organization with the techniques necessary in vocational rehabilitation. A great expansion of the size of the rehabilitation program would be required to give rehabilitation services to the 15,000 disabled persons in Florida who should be rehabilitated or even to rehabilitate the annual increment of 2,000 persons who become disabled each year and who could profit from rehabilitation services. Present personnel and funds cannot be expected to complete in excess of about 1,000 rehabilitations annually. Nearly three-fourths

of the cost of rehabilitation is paid from federal funds. The investment of a much larger state fund in this program appears highly desirable.

GENERAL PRINCIPLES AND CONCLUSIONS

1. *The State Department of Education should be the guiding agency in the development of an educational program suited to the needs of every child. It should, therefore, be adequately staffed to offer leadership in the education of exceptional children.*

There should be set up within the State Department a more extensive section responsible for serving the interests of all types of exceptional children (white and Negro) on both the elementary and secondary levels, in accordance with the plans and objectives set forth above. One consultant now operates (since October 1, 1946) in this capacity. This is obviously inadequate, since the needs of the respective groups of exceptional children vary so widely.

The consultative staff of the State Department of Education in this area should be expanded to such an extent that appropriate and sufficient service is available in each of the areas represented. Such a staff might logically constitute a section of special education within the Division of Instruction and immediately responsible to the Director of that Division; or, as in some states, it might ultimately become a major division, responsible to the chief state school officer. There are some 30 states now in which responsibility for handicapped children has been assigned to a section or division of special education specifically set up for this purpose.

2. *The state consultative staff in the education of exceptional children should be assigned functions that will serve both the immediate program and that the purposes of long-range planning.*

To be of most practical service to the schools and citizens of the state, any educational program must look both to the present demands and to future objectives. The designated state staff for the education of exceptional children should:

(a) Give general consultative service to day schools and to residential schools for exceptional children and youth.

(b) Re-examine the existing regulations and standards applying to the education of exceptional children and make recommendations to assure their progressive improvement.

(c) Develop in cooperation with other sections of the state's educational staff (particularly in elementary education, in secondary education, and in vocational rehabilitation) material that will be helpful to administrators and teachers of exceptional children.

(d) Give advisory service for the preparation of teachers of exceptional children.

(e) Advise on the development of clinical and child guidance services for exceptional children in local communities, acting as the representative of the State Department of Education in coordinating such services.

3. *The state should develop teacher-education facilities for the preparation of teachers of exceptional children.*

The educational needs of exceptional children are such that special instructional techniques, special equipment, special instructional materials, and other special provisions must be familiar to the teachers in charge. Such teachers must, therefore, have special preparation, preferably on a pre-service basis, but, if necessary, as in-service experience. Moreover, every prospective teacher, whether concerned with exceptional children or with so-called normal children should include in his teacher-education program some preparation in order that he may be able better to identify exceptional children in the regular classroom, to apply initial remedial or first-aid measures, and to know where to look for more nearly adequate services for each child.

There is now no comprehensive program for the preparation of teachers of exceptional children anywhere in the Southeastern part of the United States. Florida has an unusual opportunity for developing such a program and for thus serving not only its own school population but those of neighboring states.

4. *Certification requirements for teachers of exceptional children should be re-examined.*

A beginning has been made in Florida in requiring a very limited amount of work in special education for prospective teachers of exceptional children. As opportunities for the pre-service education of teachers in this field are expanded, it would be logical and desirable to increase the preparation that a teacher must have, including both required courses and elective courses taken during the preparatory period. The requirements in most states in which special education programs are in operation go considerably beyond those now in force in Florida.

5. *The state should encourage the further development of county supervision for the education of exceptional children in day schools.*

Since the day schools of the State of Florida are already organized on a county-unit basis and since many sections of the state are so largely rural, it would seem feasible to operate the local programs of special education for exceptional children on the same plan of county organization. Such an arrangement would involve the appointment of highly qualified county consultants or supervisors in special education for individual counties or adjoining counties, probably on the staff of the general supervisor of instruction in each county.

These consultants would help teachers to identify exceptional children and to apply remedial and adjustment measures as needed. They would also make arrangements for special educational services available from other sources, and, if need arises, be prepared to serve as itinerant teachers in fields for which they have been especially prepared. Two counties (Dade County and Duval County) already have such programs in operation. It is hoped that it will be possible to extend the service to other counties of the state.

6. *Residential institutions for handicapped children that are primarily educational in their functions should be an integral part of the state's educational system and under the guidance of the officially recognized state educational agency.*

Elsewhere in this report the recommendation is made for a unified state educational authority to assume responsibility for all educational functions carried on by the state. In this connection serious consideration should be given to the residential institutions for handicapped children. The Florida School for the Deaf and the Blind is now under the State Board of Control and the State Board of Education. The industrial schools at Ocala and Marianna are under the Board of Commissioners of State Institutions, as is also the Florida Farm Colony at Gainesville.

Schools for the deaf and the blind are admittedly and wholly educational. Schools for delinquents *should* be educational in their functions, though the "treatment" aspects of their services are also emphasized by social workers. Institutions for the feeble-minded have a custodial responsibility for patients too low intellectually

to profit by training, but they carry also educational functions for those able to benefit by an educational program.

With these considerations in mind, it is urged that greater emphasis be placed upon the integration of the educational programs in all these institutions with the total educational system of the state, with all that this implies with regard to teacher-education standards, salaries, curriculum adjustments, guidance facilities, length of school day, class size, teacher load, and the participation of teachers and administrators in both the benefits and the responsibilities of such affiliation. In other words, a unified educational system means uniform opportunities and obligations for all pupils and teachers, wherever they may be working, to share in the state's educational services.

7. Coordination of all services relating to exceptional children should be encouraged in every way possible by both state and local educational agencies.

Special educational services for handicapped children must often go hand in hand with medical and welfare services. Moreover, vocational rehabilitation assumes responsibility for the handicapped young person of employable age who needs counselling and training for employment. To this extent, vocational rehabilitation supplements the services of special education for handicapped children and many make a real contribution to the guidance program carried on for them.

Similarly, there are a number of non-educational agencies in Florida, both public and private, that are interested in handicapped children. In order to avoid duplication, overlapping, and conflict in the services rendered, it is essential that the functions of each agency (public and private, educational and non-educational) be clearly defined, that the lines of official educational authority be recognized by all concerned, and that cooperation be achieved without infringement upon one another's functions. Thus only will satisfactory results be accomplished for the good of the child whose welfare everyone seeks to serve.

SOME NEEDS OF THE RESIDENTIAL SCHOOLS

In view of the fact that the state institutions already named have important educational functions, it seems appropriate to comment

upon their educational programs and to suggest ways in which such services could be improved. Many commendable practices are in operation, too many to describe here in detail. A sincere effort was evident in the institutions visited to make the most of the resources available. Among the outstanding needs they present, however, are the following:

1. *Expansion of facilities for Negro children.*

There are no facilities at all for mentally deficient Negroes (except as these are sent to the state hospital for the mentally ill), or for Negro girls who have become delinquent. Moreover, the School for the Deaf and the Blind at St. Augustine is in great need of more space and an expanded instructional program for Negroes. There is no reason, for example, why deaf Negro children should not be taught speech and lipreading as well as white children. Thus far the Negro pupils at St. Augustine have no opportunity for such instruction.

2. *Provision of psychological and guidance services, with a system of records that will facilitate study and follow-up of individual cases.*

Personnel records are incomplete or lacking altogether at some of the schools, probably because of lack of staff to maintain such records. It was reported, for example, that no data could be located concerning a former pupil who needed follow-up service. Neither were records of past school progress available for children now in attendance. There should be the closest possible affiliation between residential and day schools, in order that records may be interchanged concerning pupils who pass from one to the other. All such records should, of course, be part of a systematic guidance program.

3. *Additional educational staff.*

At the Gainesville Farm Colony only two teachers are employed. Each is responsible for about 50 pupils, half of them coming for a morning session, and the other half for an afternoon period. Children of retarded mentality need much individual attention. Classes of retarded pupils should be smaller than regular classes, and the teacher should have ample time for pupil guidance. This applies no less to the Farm Colony and other state institutions than to the day schools of the state.

4. *Improved building facilities for educational purposes.*

Reference has already been made to the need of more space for

Negroes at the School for the Deaf and the Blind. Similarly, at the Gainesville Farm Colony, a larger educational staff will require larger quarters for the school program. The facilities for carrying on handcraft here are quite inadequate, although this is one of the major features of an instructional program for retarded boys and girls. Much progress has been made in renovating the buildings at the Farm Colony, and commendable work in this direction is still going on.

There is a proposed program for plant expansion at the Industrial School for Boys, which it is recommended should be financed by an adequate state appropriation. There are urgent building needs related to the educational programs at each of these institutions.

SPECIAL PROBLEMS FOR CONSIDERATION RELATING TO RESIDENTIAL SCHOOLS

There are other problems related to residential institutions for the handicapped which demand careful study, and which are being given wide-spread consideration throughout the country. They should not be overlooked in Florida. They are here presented in the form of questions, because one must be prepared to give attention to all the factors involved before making a decision. They are as follows:

1. *Should there be established a state hospital school for seriously disabled children who need continuing residential care, as, for example, the cerebral palsied?*

There is in Florida (at Pompano) a private school for cerebral palsied children, and a special local unit for them has been established at Tampa. But the state's responsibility in the matter needs to be determined. At least 5 states are now engaged in projects for the establishment of hospital schools for the cerebral palsied. In every part of the country one finds parental interest stimulated, and in many places parents of cerebral palsied children are demanding state legislative action on their behalf. Sooner or later Florida will need to take this problem under serious consideration.

2. *Should the Florida Farm Colony be reorganized in accord with its original purpose, namely, as an institution for children who, while mentally deficient, are still educable? If so, should there be another institution for uneducable minors and adults?*

There is a trend in the country at large toward a separation of

hopelessly custodial cases from those that respond to educational training. Thus educable children need not be associated daily with persons of purely custodial type. If a separate institution is not feasible, consideration should at least be given to inauguration of a classification system in the existing institution at Gainesville, whereby such association would not be required.

3. Should epileptics be separated from the mentally deficient or feeble-minded?

It should be remembered that many epileptics are of normal or dull normal mentality. Again it is urged that a plan of classification at Gainesville make possible living arrangements and educational facilities that are appropriate to the needs of this group. Separate institutions for epileptics have been established in 10 states. Such action may not be necessary or feasible in Florida, but every effort should be made to give them the benefit of medical care and training that will help to control the progress of the disease and to capitalize upon their mental capacities.

4. Should the School for the Deaf be separated from the School for the Blind, at least as far as building accommodations are concerned?

The educational needs of deaf children and blind children are very different. The reasons usually offered for bringing them together in the same institution emphasize (a) the fact that there are not enough children of either group to establish two institutions; (b) the ease of administration; (c) the help that the deaf can give the blind, and vice versa. The first two of these items seem to hold true in Florida, and there is no reflection upon the competence of the administration when a question is raised with regard to the third item mentioned.

There is no doubt that the deaf can lead the blind and that the blind can at times interpret spoken language to the deaf. But it is the business of the *school* to teach both groups, not to make one dependent upon the other. The deaf and the blind do not associate in adult life. In childhood and youth they need instruction that will make them independent in their actions. It has been found elsewhere that neither group is particularly happy in close association with the other. It seems, therefore, wise to consider whether the school plant at St. Augustine should be so rearranged as to provide separate living quarters, as well as classrooms, for the deaf and the blind.

5. *Should the school entrance age for the blind and the deaf be lowered to the age of 3 or 4?*

The special techniques of instruction necessary to help deaf and blind children to make school progress must be begun at an early age. In recognition of this fact, there has been a trend to reduce the age at which these handicapped children may attend school if the parents so desire. Some residential schools conduct nursery schools and kindergartens for 3, 4, and 5 year olds. Some also hold summer institutes for parents, who may bring their blind or their deaf babies and receive the special guidance they need for appropriate home training. Through these means the handicapped child is enabled to get an early start in forming those habits, attitudes, and skills that furnish a firm foundation for later school work. Florida might well consider the possibility of offering such an opportunity to its young deaf and blind children.

SUMMARY OF RECOMMENDATIONS

1. *The state's public educational program should include provision for all educable children and young people, even though they deviate seriously from normal because of physical, mental, or emotional handicaps.* The State Department of Education should have an adequate staff to furnish leadership in implementing a comprehensive program of special education in the counties and in residential schools.

2. *Florida's program for exceptional children and youth, both white and Negro, should be expanded to meet the needs.* The state is now making special educational provision for only about one-tenth of the handicapped children and youth needing such attention.

3. *There should be a definite program for locating the handicapped children now without special facilities.* Definite plans should be made for enforcing legal provisions now on the statute books for compulsory school attendance, listing of children of school age, and other action directed toward maintaining educational services for all children and youth. These provisions should be re-enforced by other means to insure ultimately a state-wide census of handicapped children.

4. *Special educational facilities for handicapped children should include (a) special adjustments in regular classes, (b) special classes or centers in day schools when necessary, (c) transportation facili-*

ties, (d) instruction of home bound and hospitalized children, (e) clinical services for behavior problems, (f) residential schools, (g) parent education.

5. *The state should develop teacher-education facilities for the preparation of teachers of exceptional or handicapped children. Certification requirements for teachers of exceptional children should be re-examined and progressively improved.*

6. *The county unit is the logical basis for local supervision or consultative service for the education of exceptional children, as it is for other phases of education. The appointment of supervisors of special education should be encouraged by the state.*

7. *Residential schools for handicapped children should be recognized as an integral part of the state's educational system. They should have the benefit of guidance and supervision from the State Department of Education.*

8. *The residential facilities for handicapped children should be expanded and improved. The improvements should include: (a) additional educational staff; (b) psychological and guidance services; (c) better building facilities; (d) establishment of facilities for mentally deficient Negroes and delinquent Negro girls, and (e) improvement of facilities for blind and deaf Negroes and delinquent Negro boys. Necessary plant facilities at the centers required to carry out this program will probably require from \$4,000,000 to \$5,000,000.*

9. *Serious study should be given to certain special problems relating to residential schools. These include: (a) Possible establishment of a hospital school for seriously disabled children who need residential care; (b) possible reorganization of the Florida Farm Colony so as to separate educable children from purely custodial cases, and normal or nearly normal epileptics from mentally deficient; (c) separation of deaf from blind at St. Augustine with respect to housing and school accommodations; (d) reduction of the school entrance age to 3 or 4 years for some types of physically handicapped children who need special instruction from an early age.*

10. *All services (public and private) related to handicapped children should be coordinated in every possible way. The functions of the respective agencies should be more clearly defined so as to avoid duplication of services, secure common recognition of lines of authority, and promote mutual understanding and appreciation.*

CHAPTER IX

SERVICES OF AGENCIES RELATING TO EDUCATION

It must be recognized that education includes practically every experience of the individual—not just those experiences that are associated with educational programs in the schools.

The several related agencies which have evolved in this country—welfare, public health, recreational, and religious organizations, as well as the home and the church—furnish experiences that contribute richly to individual development. Consequently, in any discussion of a state's program of education, the relationship of these agencies to the schools and to the educational program must be carefully considered.

A discussion of such relationships falls into three categories:

First, the way in which the school uses the services of such agencies to enrich its own program—seeking the aid of agency services that are available rather than attempting to duplicate their functions.

Second, the way in which, because of its concern with the total community good, the school actively launches and promotes the development of certain services that would be the natural province of specific agencies, to the end that the school may be relieved from establishing these same services—not seeking to control the services, but simply to stimulate their development for the community good.

Third, the way in which the school, through cooperation, attempts to influence and to improve the programs of established agencies or services—for instance, to influence the practice of scouting or the program of 4-H work—with no intent to take over but rather to lend aid or inspiration.

THE HOME

Each child should have a home and that understanding love, security and intelligent guidance which a home should provide; the child who must receive foster care should have the nearest and best substitute for his own home.

The home is the basic unit of our society and is primarily responsible for the development of youth. There the child must find

intelligent guidance, emotional stability, economic security, and opportunity for wholesome growth. Society is interrelated, and no home or no family member can remain isolated from the community or from the world.

There the family must find satisfying physical, mental, and spiritual experiences in which every member—child or adult—participates fully. The home must develop internal unity—and this means the family working together, playing together, praying together, growing together. It means sincere and sustained parental interest in what the child is doing, and cooperation of children with parents. It means the individual respect of each member of the family for the rights of the other, and dependable sympathy and mutual understanding of problems and dreams alike. It means parents and children planning and doing things together, within their economic limitations, to make the home surroundings as attractive as possible. It means, in short, that the home must be made the first place in the world in which every member of the family finds himself secure in the feeling that *here he belongs*.

From such home experiences should emanate the broader interest of each family member in the public welfare, which will be reflected in healthy community, state, national, and world development toward a society in which every responsible person should share.

If any home fails to meet these needs, the child in that home may find himself unable to meet the requirements of society. It is, therefore, the responsibility of the schools and of the entire social order to strengthen the home so that every child may receive there the basic training which will prepare him to make his maximum contribution to the common good.

Education for parenthood, for home and family living, for adequate earning power, and for good citizenship is a fundamental means of strengthening the home and therefore should be readily available to adults throughout the state who are already homemakers and parents. At the same time, youth should undergo similar education in preparation for the establishment of its own future homes.

The public and private agencies of society must also stand by to supplement needs and to afford training, since the home cannot provide all of the activities necessary for the proper development of the individual. The home requires assistance in education, health, re-

ligious development, recreation, work opportunities, and, in some cases, finance, if the child is to attain the goal of "a socially minded citizen capable of self-support and self-initiative."

But these agencies of society must still be designed to supplement, not to supplant, the home. Their objective, like the objective of society as a whole, must be to make the home strong enough to meet its basic responsibility to every member of the family unit.

THE SCHOOL

Every youth needs a school which offers a broad, well-planned program and which is safe from hazards, is sanitary, properly equipped, lighted, and ventilated. Younger children need nursery schools and kindergartens to supplement home care.

The primary responsibility of the school is education, which, in its broadest sense, covers nearly every experience which an individual may have, thereby presenting a real problem to school people in delimiting the scope of their work.

The school which is centered in the lives of the children as they grow up in the community becomes a service institution devoted to the task of improving the quality of living in the community. However, the school should be wary of assuming permanent responsibility for programs of social improvement simply because it is the agency which has the children for the major portion of their "working time;" or because the needed services are lacking in the community. Rather than taking over such responsibilities, the school should work to reestablish the influence of parents, to encourage the use of public and private health facilities, and to encourage children to participate in religious activities in churches of their own choice.

It is true that the school has the largest group of trained and publicly supported workers who deal with youth. As such they have a definite responsibility for assuming leadership in planning comprehensive community programs which will meet youth needs. The planning, however, should be concerned with developing and utilizing resources and agencies charged with special responsibilities rather than with carrying on the work themselves. In so doing the school seeks to coordinate its efforts with those of other agencies and stresses the importance of the home and the responsibilities of the parents.

Since school authorities have responsibility for school children during school hours and responsibility for planning a continuous program of educational activities, it is essential that other agencies working with the children under school supervision arrange with school authorities for any activities which they desire to conduct. *Any activity which is conducted in the school should be educational in nature and should be under the general supervision and direction of school authorities.*

In short, the school should not try to be the one agency engaged in improving living; it should be an interacting agency working with the others in the community, each one providing its special service in the total educational program and each one planning well in advance for any program that is conducted in the school.

WELFARE

Welfare services should be available in every county in Florida and should be adequate to meet the individual needs of children whose home conditions, individual difficulties or disabilities require special attention.

The state is responsible for all children in need of special welfare services and has over-all responsibility for seeing that such services are available. The services may be rendered either by the state or by private agencies, but the obligation rests upon the state to see that services are provided adequately.

The usual facilities needed by children do not answer the need of some children for specialized care and attention. These are the children who are handicapped and at a disadvantage and whose parents cannot adequately support them or provide proper care. They may be children in broken families with one or both parents absent, or children who have difficulty in their relationships with their parents, who have disabling physical or mental defects or who are presenting behavior and personality difficulties.

Social services for these children must be based on the premise that each child will have particular needs which must be met in terms of the individual child. This demands a variety of services which can be utilized in helping the child make an adjustment to his handicap. These services should be based upon the best that is known of case work skills and concepts, and the work of various

agencies and groups doing welfare work must be coordinated if best results are to be obtained. The basic resource should be a complete state-wide system of adequate financial assistance available for every child whose parents cannot provide the economic necessities for the child's growth and development. This assistance must be immediately available and adequate in amount. Financial assistance must be administered on the basis of the individual needs of the family.

Case work services should be available to children in their own homes for the purpose of strengthening the home and making as nearly as possible a normal family life and should help children understand themselves and be enabled to work out a better relationship with their parents. Adequate case work services by school, social workers, and attendance assistants, by child welfare and family agencies, in conjunction with the work of child guidance clinics, can aid materially in preventing delinquent behavior, if they can be provided for children at the first symptom of personality maladjustment.

It is at this point that the schools have a major opportunity and responsibility. The early recognition of potentially serious personality problems requires discerning observation by teachers, principals, and others in contact with the child. For such children, and in many cases for the guidance of those adults who have contacts with these children, individualized diagnostic and treatment facilities must be available *and* be utilized long before children develop the more obvious symptoms such as "truancy" or "delinquency," which in most cases indicate that the environment is and has been grossly unsuited to the needs of these particular children for a long time.

There is urgent need in Florida for adequate juvenile and domestic relations court facilities for children and for those parents who need them and for probation and parole facilities for juveniles. While the schools have a rare opportunity to aid in prevention of delinquent behavior, they should also concern themselves at present with development of such court facilities as are necessary to assure constructive treatment of every child who needs such treatment.

When all efforts to make it possible for children to live with their own parents and relatives have failed, there should be available for such children foster home care facilities for either a temporary or

a long-time period. These homes must be studied carefully and placements made by a staff with training in this specialized field.

No child should be removed from the care of his parents or from his own home for reasons of poverty alone.

Child caring institutions should be available for those children for whom group care seems to be preferable to foster family care. Programs to provide day care for children either in groups or in small family homes must be available to meet the needs of children of working mothers and children away from their parents during the day for whom care seems to be desirable. *The state must make sure that reasonable minimum standards are maintained for the care of children away from their parents.*

Some children will need to be cared for away from their parents permanently. For all children for whom the best plan is an adoption placement, there must be such a service available through social agencies. Adoption placements require a high degree of skill and necessitate careful study prior to the placement, in order to insure the greatest possible protection for the child and the adoptive parent.

Psychological and psychiatric services are needed for the study and treatment of children with special personality problems. Medical care should be available to children in terms of their individual needs. Unmarried mothers need specialized case work services in order to insure their well being and that of their children.

In all of these aspects of welfare work the schools have a responsibility for creating an awareness of the problem and for assisting with the development of a satisfactory solution. Any welfare service that the schools themselves render to pupils or others should be integrated with the total welfare program for the community and state.

HEALTH AND SAFETY

Each child should receive adequate health and safety protection, including full preparation for birth (with the mother receiving prenatal, natal, and postnatal care); periodical health examinations; a plan for correction of health defects; protective and preventive measures against communicable diseases; assurance of pure food, pure milk, pure water, and other necessities; assurance of adequate nutrition, exercise, sleep and other vital health essentials; provision for safe places to play and other factors involved in a safety program.

The relationships of the Health Departments to the individuals whom they contact may be basically divided into two types of service: Those which have to do with the conservation of good health, including preventive measures against disease or defect, the correction of defects, and indirectly the cure of diseases that may spread to others; and those which have to do with the distribution of information and the contact with individuals for the teaching of good health principles.

The school child spends much of his time in places other than the school room. Therefore, it is necessary to carry out public health work both operative and educational in the home, the recreational center, the food handling establishment and other places frequented by the individual.

Florida's basic plan for promoting the health of the individual is sound. It includes utilization of private physicians and other private resources wherever possible as well as establishing and operating county health units or departments to meet public health needs. The head of the unit is the Public Health Officer who is a physician trained in public health work. On his staff are sanitarians and public health nurses. The sanitarian has the responsibility of checking on sanitary conditions of school buildings and grounds as well as other phases of sanitation in the community. Public health nurses, while working with the citizens of the community, also spend a great deal of time in working with pupils and teachers in schools. Information obtained in the nurse's work with schools is frequently invaluable to the nurse in her work with the home and with pre-school brothers and sisters of the pupil in school.

It is probably true that health work with pre-school children is even more important than the work with the school child. The desirable goal, however, is to have adequate health service for the entire community. In no case should the work of the public health nurse be that of daily inspections, weighing and measuring, vision and hearing testing, administering first aid, and teaching health subject matter. These are routine activities which teachers can do as effectively as the nurse whose professional training is better utilized in helping with the training of these teachers and performing liaison service between the school and the home.

The County Health Officer himself should give the medical as-

pects of the health examination or should supervise physicians who are employed for this specific purpose. Through health unit school-community cooperation adequate health records of all children should be kept. Special emphasis should be given to dental care. Both private dentists and health unit services should be utilized to the maximum.

Health units should be financed by money specifically raised for public health purposes. In counties with less than 45,000 population, up to 2 mills can now be levied for public health work. While school boards can provide money for help with the establishment of health units, they should bear in mind the fact that their money is raised for the specific purpose of education and should assist health units in establishing a plan which will place them on a sound financial basis of their own.

The health department should work in harmonious cooperation with all auxiliary and ancillary agencies doing health and safety work. As relates to schools clear-cut policies and understandings should be established. All health services provided to the schools should be under the general direction of school authorities.

The schools themselves are completely responsible for health instruction but they should utilize health department and other specialists in the field of health and safety in making the instructional program as effective as possible. Likewise the schools have many responsibilities in the field of health service and in counselling on health and safety problems. They can secure much assistance with this work through proper relationships with specialists in these fields.

In the field of safety the schools themselves are responsible for providing safe places to play and for adequate safety instruction. Other groups, however, especially law enforcement agencies, have a responsibility for many factors involved in a safety program. It is essential that school officials, law enforcement agencies, and other groups interested in safety plan together to determine the most effective program that can be provided and to determine responsibilities.

SPIRITUAL LIFE

Each individual should be given opportunity to develop a rich spiritual life and should be encouraged to take full advantage of that opportunity.

Any sound community plan takes cognizance of the desirability of promoting spiritual growth, just as it does of promoting character development and establishing moral concepts and values. The home, the church, and several other agencies and civic groups cooperate in providing opportunity for spiritual experience, and the school accepts as its responsibility the development of character and the establishment of moral principles. The school recognizes also a responsibility for developing religious tolerance and an understanding of the faiths of others and for encouraging church attendance.

Those who cooperate in planned community activities have learned through experience that it is unwise to allow the schools to be used to promote the interests of any sectarian group in the name of religious education. They are agreed, therefore, that religious *instruction*, as such, should be left to the home and to the church of the individual's choice.

School programs must be *determined* by school authorities in terms of the needs of the total school population. The needs of minority groups are to be considered equally with those of majority groups in determining the curriculum of the school in connection with the question of religious education. Local school authorities are wholly responsible for determining the curriculum for their schools.

LEISURE TIME

Every person should have adequate facilities and encouragement to engage in wholesome leisure time activities.

While leisure time activities and recreation activities are synonymous terms, there is a tendency among some people to regard recreation as playground activity or sports programs. This concept should be broadened to include numerous other aspects which promote wholesome recreation. Illustrations of some of the other types of activities which may be conducted on a year-round basis are: Bands and orchestras, arts and crafts, photography, dramatics, library reading, and numerous other special projects or hobbies of interest to individuals. In addition, Florida has excellent opportunity to encourage out-of-door activities such as camping, fishing and canoeing on a seasonal basis which are of tremendous value to the par-

ticipants. Utilization of facilities and leadership provided by religious groups, scouts, state agencies such as the Florida Forest and Park Service and similar organizations should be encouraged by the schools.

It will be observed that many of these suggested activities require a high degree of organization while others are individualistic in nature and may have little or no organization or supervision, needing only encouragement and direction for the participant. Regardless of the type of activity, however, the necessity for leadership cannot be overestimated.

Recreation programs have been urged as an important contributing factor in the solution of juvenile delinquency problems and as a means of developing character. There is no question but that recreation can do much to achieve these goals only if participants are given proper guidance. *No activity is inherently a builder of good character.* Participation may result in the accentuation of bad characteristics as well as good. It is obvious, therefore, that Florida must have not only adequate recreational facilities but also adequate, well trained personnel.

In this total recreation program, the schools have a definite part to play. They have a definite responsibility for developing recreational skills and interests which will encourage worthy use of leisure time. School personnel and facilities should be made available on a year-round basis to provide leadership and opportunity for desirable leisure time activities. School pupils need encouragement in the development of interests and they need skills which will enable them to participate with pleasure. The instructional program of the schools should definitely provide for the development of these skills, and teacher training programs should be sufficiently broad that teachers will be qualified to teach the pupils effectively in this phase of living. Likewise the training program for recreational workers should give them a breadth of knowledge which will enable them to give leadership in a wide variety of activities.

Recreation programs conducted in Florida outside school hours at the present time are operated primarily by municipalities. In some communities, schools or private groups of citizens provide for recreational leadership for summer months, but there are few places where recreation programs are adequate.

It is difficult to outline a plan which will work effectively in every situation. General principles can be established, however, and school authorities should do all within their power to develop these principles into actual programs.

Every effort should be made to coordinate the work of public schools and public recreation departments, and interchangeable use of school and municipal facilities should be encouraged to the greatest extent possible. County boards of education and district trustees should establish definite policies which will make this goal easily attainable. The most obvious difficulty, proper care of school property, should be recognized and definite plans made to eliminate this problem. All programs conducted during school hours should be operated by the school and satisfactory working arrangements, which as a minimum should provide for custodial care and which may provide for the operation of the entire program, should be made. If schools provide personnel for the entire program, the same individuals should not be expected to give leadership to both day and night programs. Instead, sufficient personnel should be employed and schedules so arranged that satisfactory working hours prevail.

Programs of this type should become the rule and not the exception. New school plants should be planned as community centers and old plants should be modified for community use. Parts of the building intended for recreation should be accessible without the necessity of operating the entire plant. City parks and play areas should be located so that facilities will not need to be duplicated and so that all areas will be served. In some places the program will work best with recreation departments furnishing facilities and most of the staff for activities conducted outside school hours. In others, a cooperative interchange of personnel will provide the best program. In still others, especially in smaller centers, the schools will have to provide for the entire program. A further detailed study should be made to determine the extent to which schools should go in assuming complete responsibility for recreation programs.

Cooperative planning is necessary for the most efficient and effective operation of the recreation program. Boards or committees including representation from city and county commissions, county school boards and other agencies having recreation responsibilities, provide one effective means of assuring comprehensive planning.

LIBRARIES

Libraries constitute such a vital part of education and furnish such valuable means for worthy use of leisure time on the part of both youth and adults that they are here discussed as a separate topic, rather than included under the heading of schools or leisure time. The basic statements used in each of the sections mentioned apply here also.

It is the responsibility of state and local governing bodies to provide library service for all citizens.

An adequately supported public library is a vital educational agency that is essential to the development of an adult educational program and to the carrying out of any community plan. Children and young people constitute the largest percentage of borrowers in public libraries, and service to schools is an important phase of all public library service.

Under the existing library laws of Florida it is possible for a city or a municipality to establish a city or a municipal library and levy taxes for its support. A county may establish a library, or contract for service with a city within the county where there is an established library, or contract with still another county for library service. Also, a school board may establish its own library service or contract for service with a city or a county library.

It will be seen, therefore, that Florida laws have been planned to encourage county and regional development in this field, with adequate library service for all children and adults in cities and rural communities. Yet, approximately 50 per cent of the population of Florida is without any library service, and relatively few Florida communities even approach adequate library service.

Adequate public library service requires an appropriation of at least \$1.00 per capita, with a minimum of 5,000 well selected books. If Florida is to improve its library service, it appears that it will be necessary for the state to furnish both aid and professional leadership through a well planned and functioning extension program that will stimulate library growth in all sections of the state.

A thorough study of the best administrative arrangement for the operation of libraries should be made before further action is taken. If, after careful study, it seems desirable to work out a plan to

place libraries and library service in smaller communities under school direction and supervision, it follows that the plan should include provision for adequate funds for this type of library program. It also follows that these facilities should be so planned as to make them easily accessible to all groups in the community.

WORK TRAINING AND OPPORTUNITIES

Every youth should have the chance to learn how to work and later should have the opportunity to work in an occupation suited to his capabilities.

The active, eager mind and hand of American youth cannot be fully satisfied with study and play. The child must create—the urge to create is a human heritage—and one of the major services of a community to its school children is to provide opportunity for them to satisfy this urge through work.

The community begins naturally with the home; and those parents are wisest who assign home tasks to their children and early develop in them pride in a job well done, even if it be only the creating of order out of chaos in their own playrooms. Thus parents can lay the foundation for the building of well-rounded individuals; the objective of all education. Moreover, the home thus can develop in its members a realization of the dignity of labor and of the joys of *sharing*—sharing both the privileges and the obligations of home life.

The school is wise when it carries on the work program started in the home; when it reinforces these teachings by providing, through the school program, opportunities to learn to work and to do actual work, for either pleasure or profit.

The civic and business community invests wisely when it cooperates in school-and-work programs. First, because it is improving the quality of its future employees; second, because it is helping to develop sounder, better satisfied, and more productive citizens who will eventually do an outstanding job of assuming responsibility for all community problems, civic, business, social, political, and religious.

The secondary schools are now in position to render this service of developing work habits and work attitudes. They have made a beginning through their augmented trade training departments as

well as through the program of diversified cooperative training, in which the student spends one half of his day in school and the other half day in work on a job in some business establishment of the community. Employers cooperating in this program do not simply furnish a job; rather, they give actual training in the several aspects of the occupation, and they work with the school in developing the student-worker into a capable and self-reliant individual.

In Florida many avenues for providing work training and work experience have not yet been explored. It is recommended that school officials and teachers work out more comprehensive plans with parents and employers in order that school years may hold fuller opportunity for education of the whole child. A long step in the right direction would be the establishment of a sound guidance program on both state and local levels. It must be remembered that not every parent is a wise parent and that not every child even *has* a parent. Nor does every teacher have time, under the present plan of school operation, to counsel his students, although every teacher should make counselling a part of his teaching day. Parents should be encouraged to develop in the child, at home, through home tasks, job pride and a respect for work, as well as a feeling of partnership in the home. To this foundation, the school should add (a) *skills* that will enable the student to express his urge to work, (b) good work habits and attitudes, and (c) appreciation of techniques. The trained guidance counsellor can help the child get the *right* work training and the *right* work experience, and can thus prevent costly mistakes, including injury to a child's pride through failure that he need not have experienced had he been helped even a little bit by a wise and understanding older person at the psychological moment.

WAYS OF WORKING WITH YOUTH

All work done for and with youth should enable them to assume responsibilities, to develop self-reliance and otherwise establish themselves as citizens capable of self-support, self-initiative and co-operation for the common good.

In a democratic society the objectives of all agencies and groups working with youth or adults must continuously be based on the principle that they are seeking to develop the individual so that he may become completely self-reliant. The same principle is equally applicable in working with family groups. This principle brings out

clearly the fact already recognized that any service which is provided for or rendered to individuals or family groups is in itself educational in nature. It is extremely important, therefore, that all those who render any type of social assistance keep clearly in mind the educational outcomes which are accruing to those who are being helped.

COMMUNITY PLANNING

Each individual, whether youth or adult, should have his place in a community which recognizes and plans for his needs.

The citizens of a community have a responsibility for building the kind of community that insures the fullest growth, development, and effective living of its individual members. The community must make provision for effective functioning of the home and the school; for the welfare, the health, and the spiritual life of its members; for leisure time activities and for work opportunity.

To this end, each community should organize in such a manner as to make sure that each of these phases of living will receive adequate attention. It has been demonstrated that *best results accrue when the various organized agencies serving a community clearly understand its needs and its resources and coordinate their programs for the purpose of meeting these needs adequately*, emphasizing the use of all available resources and facilities to the best advantage and eliminating duplication of services.

In the group planning necessary to set up a desirable program for any community, it is apparent that the effectiveness of the proposed program will be increased when all members of the community obtain a full understanding of the functions, responsibilities, and spheres of activity of the various agencies and organizations concerned. By cooperative analytical study of these factors, it will be possible to integrate more effectively the work of these groups and to make the fullest use of the resources thus available to the community. Through this study, the community can provide a more comprehensive program while actually saving in the total amount of money expended.

It is recognized that no such program can succeed without the support of the people and that the interests and needs of any one group can best be expressed by a member of that group. It is there-

fore recommended that, in order to effect a program truly designed to meet the requirements of all individuals living within a community—and to insure the support of all individuals concerned—any organization formed to consider community problems be composed of representatives from all organized and unorganized groups; government; federal, state, and private agencies; civic, religious, business, educational, character building, farm labor and other similar groups. New sources of leadership may thus be discovered and used.

The establishment of the Florida Children's Committee on the state level, with its counterpart on the county level, should have far-reaching results in gaining the maximum of cooperation. This committee will have the responsibility of examining the situation on the county and state levels to see that adequate provision is made for a total program which serves the needs of youth. Obviously, it cannot and will not do all of the work itself, but it will help to organize and coordinate the work of various agencies dealing with any part of the total program.

In analyzing the agencies and the functions they perform in a community, it will be seen that these are in general of two types: (1) those that deal with the total life of the individual for a definite period of time, such as the home and the school; (2) those that deal with one specific part of the individual's life, such as health units or recreation departments.

It is obvious that there may easily be conflicts in what is being done for the individual. The schools, for example, provide for the total life of the child for six or seven hours a day; for training, for recreation, for health, for welfare, serving as a substitute for the home in the life of the child during the period the child is in school. For this reason, careful planning is essential if there is to be a minimum of conflict between the work done by the school and that done by health or recreation or welfare or other community agencies with school children during school time.

It is apparent, then, that in any cooperative plan of organization a vital need exists for a council or clearing committee of all agencies on both local and state levels as a means of spotting problems of conflicting interests, assisting in their solution, defining fields of activity and devising more effective methods of coordination.

RELATIONSHIPS AT THE STATE LEVEL

Much of the pattern and precedent for coordination and cooperation at the county or local level should be established at the state level. One of the major problems of modern government is to develop a plan and working program which will assure needed coordination and keep to a minimum the tendency to develop a new, relatively independent agency for each specific need which arises, and the further tendency of each such agency to work more or less in isolation from and often in competition with other related agencies. Principles applicable at the county and local level should therefore be made fully applicable at the state level.

SUMMARY OF OBSERVATIONS AND RECOMMENDATIONS

In every state and community there are a number of agencies, in addition to the schools, which are interested in education. Many of these agencies are seeking to render services which are basic to or which facilitate the education of children; others are interested in various types of services which are definitely educational in nature.

The increasing number of public and private social and educational agencies and groups which function on both the state and the local level make it necessary to establish definite and practical policies for guiding relationships between these agencies and the schools if most effective results are to be obtained. Demands for time during the school day, for the release of pupils from school programs, or for pupils to participate in contests and campaigns frequently make it difficult for the schools to conduct their own carefully planned programs satisfactorily.

The problem, therefore, is for the schools and these agencies to cooperate in developing policies for planning and guiding effective working relationships and preventing overlapping, competition and confusion.

The following policies are recommended:

(1) Each agency should define the scope of its work and its relationships to the educational program.

(2) It should be understood that the schools will be responsible for coordinating all activities which are distinctly educational in nature, even though some of these can best be carried out by groups other than the schools.

(3) Agreement should be reached that all activities conducted in or through the schools will be under the supervision of the school au-

thorities so that they may contribute to rather than detract from the effectiveness of the school program.

1. *One clearly understood objective of the educational program should be to strengthen the home, not to replace it in any way or to take over any of its responsibilities.* To that end the schools should encourage and sponsor education for home living and for parenthood in all of its aspects. The schools and homes should constantly be seeking ways of working together more effectively in the interest of the children.

2. *Health education should clearly be recognized as a responsibility of the schools; public health services as a responsibility of the health department.* Adequate provisions should be made so those responsibilities can be carried out fully and effectively and with proper coordination.

3. *Schools should assist in working out an integrated program of welfare services that will meet the needs of all children and youth.*

4. *Each person should be given opportunity to develop a rich spiritual life; the schools should encourage that objective and should aid in establishing the proper background and attitudes by placing major emphasis on character development.*

5. *The schools should help to broaden the concept of recreation to include all worthwhile leisure time activities.* In rural areas and small communities the entire recreation program should be under the direction of the school system. Schools should be planned as community centers, with personnel and facilities available on a year-round basis to provide leadership and opportunity for desirable leisure time activities.

6. *School and public library activities should be carefully coordinated to render maximum service at a minimum cost.* In smaller communities and rural areas it seems that the school and public library services should be combined under the direction of the school system, provided adequate financing can be arranged.

7. *The schools should help to see that every youth has an opportunity to learn proper work habits.* Desirable work-experience should be recognized in the school program as essential. The process should be facilitated through guidance, placement, and follow-up services.

8. *School personnel should be concerned with and should contribute to the proper development of an adequate program for youth by the entire community.*

CHAPTER X

PUBLIC SCHOOL PERSONNEL

Education in Florida as in other states is largely a personal-service enterprise. It is carried on by *people* and in the last analysis boils down to a matter of relationships existing between persons; primarily between teacher and pupil. In order that the relationships between each teacher and pupil can be highly productive in terms of educational results, many other persons must contribute. Bus drivers must bring the pupils to school; maintenance personnel must see that the teacher and pupil work in healthful, attractive surroundings; principals must lead in developing good school programs, and so on. Yet, the unifying force is always the teacher-pupil relationship; all school personnel must serve to improve this relationship if their services are to be justified.

Broadly speaking, school personnel in Florida may be classified as instructional and non-instructional. The instructional classification includes teachers, principals, supervisors and directors of instruction, special consultants, and other persons who work directly with teachers or with classroom instruction of pupils. For purposes of convenience these persons are referred to by the generic term, "teachers", or "instructional personnel" in the remainder of this chapter.

The non-instructional personnel classification comprises those workers who facilitate education by managing, operating, or planning services which are not essentially instructional in nature. School clerks, janitorial personnel, school building specialists, lunchroom managers, school nurses, and so on would be included under this classification. It should be emphasized again, however, that such personnel exists solely for the purpose of making it possible for teachers to teach more effectively and for pupils to learn more readily.

INSTRUCTIONAL PERSONNEL

It is the heavy and challenging responsibility of the schools to develop enlightened citizens of a democracy and thus to assist in improving and stabilizing civilization. The teaching-learning process must, therefore, be so directed that youth will come to possess

all of the attributes, attitudes, knowledges, and skills proposed in the various chapters of this report. An analysis of these outcomes and responsibilities clearly indicates that there is no more complicated task than that of the teacher. It means that the teacher must be a specialist in child growth and development, must understand and be able to interpret the significance of much that has happened during the course of human history, must keep abreast of current national and world developments, and must be a powerful force for the improvement of society. The teacher is or should be an expert whose professional knowledge and judgment should be respected just as fully as that of the physician. Florida needs such professional experts.

SIZE AND ADEQUACY OF STAFF

The 310,442 white pupils enrolled in Florida schools in 1945-46 were served by 10,736 teachers; the 105,315 Negro pupils were served by 3,498 teachers. The number of pupils in average daily attendance per teaching position is given in the table below.

TABLE 1
NUMBER OF PUPILS IN AVERAGE DAILY ATTENDANCE PER
TEACHING POSITION IN FLORIDA 1945-46

Grades	White	Negro	Both Races
1- 6	26	27	26
7-12	21	25	23
All Grades	24	26	25

There is no serious over-all overstaffing or understaffing of the typical Florida school. However, there are some counties in which the number of small schools makes for uneconomical use of teaching personnel; there are others in which restrictions in housing prevent the employment of the number of teachers needed. The pupil-teacher ratios in high schools and elementary schools are approaching equality; the same is true in schools for Negroes as compared with schools for whites. The change in the law (1945) which reduced the teacher-pupil load was a desirable provision and when it is more generally complied with will go far toward reducing the class load in those counties where the load is excessive. However, in many counties no adequate provision is made for teachers to render needed special services.

While the 1945 Legislature provided one administrative unit for every five hundred pupils this is not enough; the amount should be

more nearly one administrative and special instructional service unit for about every two hundred pupils for the present and probably ultimately about one for about each 100.

TABLE 2
NUMBER OF TEACHERS AND TEACHING PRINCIPALS
BY RACE AND SEX 1945-46

Grade Group	WHITE			NEGRO		
	Men	Women	Total	Men	Women	Total
Elementary	99	5,549	5,648	74	2,327	2,401
Junior H. S.	382	1,740	2,122	108	378	486
Senior H. S.	634	1,707	2,341	168	334	502
Total	1,115	8,996	10,111*	350	3,039	3,389

*Does not include 190 white and 28 Negroes listed as "other instructional personnel" and not separated by sex or grade level.

It will be noted from Table 2 that only about 10 per cent of Florida's teachers are men. During recent years only three states in the nation have had a smaller number of men teachers than Florida.

In 1945-46, there were 435 white principals and 81 Negro principals in the state giving more than half-time to duties other than classroom teaching. These numbers seem to be inadequate to give the leadership which the schools of Florida need. Despite the commendable increase in county supervisory service, the typical teacher in Florida still receives entirely too little instructional assistance which must come chiefly from the principal.

Principals, by and large, are burdened with administrative routine and the schools are not supplied with other persons to help teachers meet their teaching problems. The same situation exists in regard to specialized personnel needed to serve children directly, such as guidance counsellors, teachers of the handicapped, school psychologists and elementary school librarians. There is real need for personnel to render special assistance in the fields of music and art.

SEX AND AGE STATUS

While only one teacher out of ten in Florida is a man, most disturbing is the fact that only one elementary teacher in forty-eight is a man. Thousands of Florida's children complete their schooling without ever having had a man teacher. Women make good teachers, of course, but a balanced program demands the services of many more men than Florida provides.

In 1929-30, the percentage of white elementary women teachers was approximately 93; in 1934-35 approximately 94; in 1939-40 approximately 95; and in 1945-46 approximately 98. The percentage of women in the white high school grades was 72 in 1929-30; approximately 75 in 1945-46.

In the Negro elementary schools, the percentage of women teachers was 90 per cent in 1929-30; and 97 per cent in 1945-46. In the Negro high schools the percentage of women teachers was 69 per cent in 1929-30; and 72 per cent in 1945-46. It is believed that more adequate salaries and other benefits proposed in this report will help reverse this trend.

The age distribution of Florida teachers is showing a steady trend toward a higher median age. Twenty years ago more than two-thirds of the white teachers and more than four-fifths of the Negroes were under forty years of age. Today the median age for whites is 40 and for Negroes 34. Only ten per cent of the white teachers and 14 per cent of the Negro teachers are under 26 years of age. In other words, our children for the most part are being taught by middle-aged and older women. It is essential that a teaching staff be fed constantly with young people. The median ages of the Florida staff should not be allowed to rise much higher than at present.

TEACHING EXPERIENCE

An analysis of the teaching experience of the white teachers in nine representative counties during the current year reveals three per cent with no experience; 16 per cent have 1 to 5 years, 17 per cent have 6 to 10 years, 34 per cent 11 to 20 years, 23 per cent 21 to 30 years, and 7 per cent have more than 30 years. The study further reveals that one out of ten have had no previous experience in Florida and one out of three have taught in the state five years or less. Almost half have taught in their county no more than five years and 60 per cent have held their present position not more than five years. Among the Negroes seven per cent are without any experience; 18 per cent have 1 to 5 years; 28 per cent have 6 to 10 years; 33 per cent have 11 to 20 years; 11 per cent have 21 to 30 years; and only 3 per cent have over 30 years. One out of fourteen have had no previous experience in Florida and one out of four have taught in the state five years or less, 42 per cent have taught in their county 5 years or less and 62 per cent have occupied their present positions from 1 to 5 years.

This suggests a much higher rate of mobility than should exist if the teachers are to build themselves into the life of the community and assure proper continuity for the program. Evidence also shows

that there has been marked movement from county to county as a result of salary differentials. The foundation program of financing proposed in this report should greatly improve this condition.

PREPARATION OF TEACHERS

There has been marked improvement in the percentage of college graduates among Florida teachers since 1930-31. In 1945-46, two-thirds of the white teachers had four or more years of college preparation and half of the Negro teachers had similar qualifications.

TABLE 3
TRENDS IN TRAINING OF WHITE INSTRUCTIONAL STAFF IN
FLORIDA SINCE 1930

School Year	High School or less	Per Cent With Training as Follows			
		Years of College			
		0-1.9	2-3.9	4-4.9	5 or more
1930-31	6.69	32.11	22.39	38.81	Not available
1935-36	2.76	21.06	25.78	50.40	Not available
1941-42	.35	8.74	25.72	56.20	8.99
1943-44	2.77	8.11	22.21	47.33	19.58
1944-45	3.20	8.88	21.30	46.48	20.14
1945-46	3.97	8.32	20.61	46.07	21.03

By singular good fortune, Florida partly escaped the great influx of non-college trained teachers which most states experienced during the war years. The presence of so many large military installations in the state made it possible for the schools to find emergency teachers who were much better qualified than the typical replacements throughout the country. This source of supply has now vanished; schools report critical shortages in college prepared teachers for 1946-47 and there is real danger that the upward trend in qualifications of teachers may be reversed. This is a danger which must be avoided at all costs. It will be noted from Tables 3 and 4 that the percentage of white teachers with no college training increased during the war years from .35 to 3.97 per cent of the total and the percentage of Negro teachers in this group increased from .51 to 2.72 per cent.

TABLE 4
TRENDS IN TRAINING OF NEGRO INSTRUCTIONAL STAFF IN
FLORIDA SINCE 1930

School Year	High School or less	Per Cent With Training as Follows			
		Years of College			
		0-1.9	2-3.9	4-4.9	5 or more
1930-31	23.62	38.17	23.03	15.18	Not available
1935-36	10.64	26.45	38.36	24.55	Not available
1941-42	.51	8.89	57.02	32.49	1.08
1943-44	2.08	8.61	46.63	36.18	6.50
1944-45	2.47	9.26	43.39	37.93	6.95
1945-46	2.72	7.37	42.66	38.22	9.03

Over-all figures may be misleading. It is quite clear that the children of Florida are still suffering from the out-worn fallacy that high school teachers need more preparation than elementary teachers. Eighty-seven per cent of the white and eighty-five per cent of the Negro high school teachers in the state have at least four years of college study; only 51 per cent of the white and 31 per cent of the Negro elementary teachers possess this minimum of formal preparation. One elementary teacher in six has less than two years of college study, and these inadequately prepared teachers are disproportionately concentrated in geographic areas where the total cultural environment is most meager and therefore where the demand for teachers with rich backgrounds is most critical. The ten least wealthy counties have approximately ten times as large a percentage of teachers with less than two years of college training as the ten most wealthy counties, while the ten most wealthy counties have two times as many college graduates as do the ten least wealthy counties. In other words, in those localities where the load of children is greatest, where home conditions are least desirable, where serious problems are most likely to occur, the elementary schools are typically staffed with teachers whose preparation is so meager as to render good service most unlikely. One county in 1945-46 had 78.6 per cent of its white elementary teachers with less than two years of college training.

Prior to the war the percentage of elementary teachers without college preparation had been greatly reduced. Since the war began there has been a sharp increase in the proportion in this group.

There is clear-cut agreement on the part of teacher education authorities in the United States that satisfactory teachers cannot be prepared with less than four years of college study. Florida should hasten the day—through certification regulations and public sentiment—when no teacher in the state, white or Negro, will be handicapped by lack of background and basic teaching skills. *This implies a minimum of four years of college study for each teacher in the state.*

The issuance of emergency certificates should be ended at the earliest possible date. Before the war Florida was well on the way toward eliminating the untrained emergency teacher. It is evident

that in some counties the percentage of emergency teachers is much higher than in similar counties paying comparable salaries. As a beginning step, the State Department of Education should make it clear that no emergency certificates will be issued in 1947 until after the opening of schools, and then only upon the basis of positive proof that a diligent effort has been made during the summer to secure properly certificated teachers. The state accrediting bodies should adopt much more firm policies in regard to accrediting schools which are staffed in large number by teachers holding emergency credentials. If accreditation is an indication that a school has reached acceptable standards, it is misleading to tell the public that schools are acceptable when the teachers are unacceptable.

TRAINING, EXPERIENCE AND TENURE OF COUNTY SUPERINTENDENTS

A key figure affecting instructional personnel and the instructional program in the state is the county school superintendent. There are many excellent county superintendents in Florida with professional preparation for their positions. There are too many others who lack the minimum essentials of professional readiness for their important positions. In the ten most wealthy counties of the state, the median superintendent has 5.3 years of college study; in the ten least wealthy counties the average college preparation is slightly less than three years. There are twelve county superintendents with no college training, nine more with less than four years of college. Only forty per cent of the county superintendents in the state possess the minimum recommended preparation of five years of college study.

An analysis of the tenure of county superintendents during the last forty years reveals an average mortality rate every four years of approximately fifty per cent. Since continuity of service in this key position of leadership is necessary if sound educational planning is to be done, this wasteful tendency to elect a new and in many cases an improperly qualified superintendent at frequent intervals should be corrected. *It is strongly recommended that county superintendents shall have (1) a minimum of not less than five years of pertinent college preparation, (2) professional competency gained through study of school business management and finance, school planning and instructional programs.*

TRAINING OF SUPERVISING PRINCIPALS AND SUPERVISORS

Better instruction in Florida schools will come most directly from the influence of alert, competent school principals and instructional supervisors. Florida possesses an asset of great worth in the recently added county instructional supervisors. These persons are displaying a zeal and eagerness for their jobs which is one of the most heartening educational developments in the state. Although they were, for the most part, called into their new positions without much special advance preparation they are working constantly to improve their professional competence and to render useful service. Their acceptance by teachers and the public is encouraging. A few county boards of education are handicapping their supervisors by giving them administrative responsibilities; this practice is quite unwise and should be avoided.

In the provision of school principals who can and do give instructional leadership, the state is not so fortunate. There are only 516 principals in the state who teach less than a half load. Most of these persons, even, give little or no supervisory help to teachers. A state's school system is never going to rise much higher than the level set by the leadership of the individual school principal. If Florida wants good schools it must give much more concerted attention to preparing and employing principals of outstanding capability.

The conditions under which school principals work have a great deal to do with the caliber of service they can render. A principal who must serve as purchasing agent (and meal-planner) for a school lunchroom, who must compile routine reports in endless succession, who must serve as a "trouble-shooter" for the county superintendent and assume many similar responsibilities cannot be expected to devote much time to leadership of instruction. Furthermore, the principal who is served by a school clerk who can do little more than answer the telephone and refer questions to the principal cannot free himself for the major service he should render. Such conditions can and should be corrected.

In order that the principals and supervisors, who must give the leadership in the development of the instructional program in the schools of Florida, may receive the specific type of preparation needed to perform their responsibilities, it is proposed that:

1. A representative group of teachers, principals, supervisors and

county school officers, college officials and State Department of Education officials project at once a well-rounded in-service program for the further preparation of principals and that the colleges and State Department of Education combine in finding the resources to provide such an in-service training program. In order to get principals into this type of training, it seems desirable that special certification be established for the professionally qualified principal and that an attractive salary inducement be provided.

2. Further steps along these lines be taken for the in-service improvement of county instructional supervisors and Jeannes supervising teachers.

3. One center for whites and one center for Negroes be developed in the state which offers a complete and well-rounded program for the preparation of supervisors who look forward to beginning employment in the future.

ATTENDANCE ASSISTANTS

Non-attendance in the schools of Florida represents not only a tremendous financial loss but is one of the large contributing factors to retarded progress and failure. Too frequently in the past, attendance assistants have been persons who conceived their task in terms of returning the absentees to school without any adequate investigation or attempt to deal with the causes of their absence. It is strongly recommended that more definite training and fitness for this important work be required for those who perform this service in the future. It would be better to designate such persons as attendance counsellors as they should not only be familiar with the school program but should have the necessary training and skill to do counselling with the children and work with parents, school officials, and other members of the community in dealing with the cause of absenteeism. It is urged that such persons not only be certified on the basis of standards set up by the State Department of Education, but that this provision be made more uniformly operative throughout the state.

THE DEMAND FOR TEACHERS

Under pre-war conditions in Florida approximately one thousand new entrants upon teaching were needed each year in the white schools and approximately three hundred in the Negro schools. These figures tell only part of the story of the present demand for teachers in the state. Other parts are:

1. Nearly one-sixth of the teachers in the white elementary schools are emergency fill-ins only and should be replaced at once.

2. Expanding enrollments in the primary grades will require at least a ten per cent increase in the staff available during the next five years.

3. The widespread establishment of kindergartens will create a new demand for an appreciable number of people trained in the field.

4. The increase of specialized service (e.g. teachers for handicapped children, specialists in materials, teachers of physical education) is creating considerable demand for new personnel.

5. Provision of more classrooms to relieve overcrowding will create an immediate demand for more teachers, especially in the elementary grades.

6. Expanding college enrollments are resulting in an above-normal movement of teachers from high schools into colleges.

7. It is generally predicted that the marriage rate during the next three years will be much above normal, resulting in more resignations from teaching than was the case in pre-war years.

In summary, the demand for new elementary teachers in Florida during the next five years will be above-normal, approximately 1,000 to 1,200 white teachers and 400 Negro teachers each year. At the high school level, the demand will be less sharp but will approximate three hundred white and one hundred Negro entrants per year.

SECURING AN ADEQUATE SUPPLY OF PROPERLY PREPARED TEACHERS

To meet the demand for nearly 1,200 new white elementary teachers in 1947-48, the colleges of Florida will graduate not to exceed 100 newly prepared persons in elementary education. The number one problem connected with teacher education in Florida is that of recruiting enough young people of the proper caliber to enter preparation for teaching in the white schools of the state. The question was asked of representative citizens through the state, "Would you, under present conditions, recommend that your children or those of your friends prepare to teach?" The answer was "no", two to one.

It would be hard to overemphasize the tragic acuteness of this need. Solution of this problem finally rests with fundamental changes in the pattern of school support and operation and in the pattern of American thinking about what makes "a good job". More money for teachers' salaries is essential, but it alone *will not solve* the problem.

There is reason to believe that an organized, properly financed state-wide campaign of recruitment can do much to help the situation during the next three years. Such campaign should be an integral part of long-term plans, but it is needed to give special emphasis to:

1. Informing the public regarding the situation.
2. Conducting an organized public relations program to raise the prestige of teaching in the eyes of the public.
3. Fostering the development of recruitment campaigns on college campuses.
4. Doing the same thing in the high schools of the state.
5. Giving young people the whole truth regarding teaching as a career in Florida, combatting their present ignorance and misconception of the opportunities it offers.
6. Deliberately seeking to raise the morale of the present teaching and administrative staffs.

The following machinery is suggested as essential:

(1) A state-wide Council on Recruitment, probably set up as a sub-committee of the Advisory Council on Teacher Education.

(2) A full-time executive agent for this Council as a member of the State Department of Education staff, with adequate salary, travel and office expenses.

The operation of the two scholarship programs (Lewis) seems to be getting good results in terms of numbers and improved quality. They should be continued, and arrangements should be made for a careful evaluative study of the operations and results over the next few years. The Legislature should be asked to provide Senatorial and House scholarships for prospective Negro teachers on the same basis that provisions for Negroes are carried in the Lewis Scholarships. There is indication that the Negro colleges can soon begin to exercise greater care in selection of candidates for teachers. Preliminary studies of plans for doing this should begin at once.

In view of the favorable position in which Florida finds itself in regard to recruiting out-of-state students for its colleges, it may be advisable for the state to waive non-resident tuition and other restrictions upon students who will agree to prepare for teaching and to teach in the state for four years after graduation. (The Lewis Scholarship requirements as to liability of students are as good as can be devised). If such steps were taken and publicized, and if the colleges believe in teacher education enough to make room for those students, it is quite likely that a large portion of the supply shortages can be cut down at once.

SALARIES AND SALARY SCHEDULES

Salary schedules should provide adequate pay to attract and hold competent young persons and permit them to live with material and

cultural surroundings in keeping with their profession. Eighty per cent of the citizens in the opinion study said, "The salaries of teachers should be at least equal to the earnings of persons with similar training and responsibilities in other professions".

The distribution of median salaries of teachers and teaching principals in four groups of counties based on wealth and for all counties in Florida for the year 1946-47 is given below:

TABLE 5
DISTRIBUTION OF MEDIAN SALARIES OF TEACHERS AND
TEACHING PRINCIPALS 1946-47

	White	Negro
Ten Least Wealthy Counties	\$1,493	\$ 897
Other Counties Below Median in Wealth	1,638	1,061
Counties Above Median in Wealth but below Ten Highest	1,903	1,395
Ten most Wealthy Counties	2,243	1,802
Median for All Counties	1,974	1,432

The county superintendents reported a minimum salary ranging from \$750 in the poorest paying county to \$1,600 in the highest paying county and a maximum salary ranging from \$1,575 to \$2,800.

The median salaries of white principals who teach less than half time was \$3,159. The median for the lowest group of counties was \$3,020 and for the highest group was \$3,305. The median for Negro principals was \$2,323.

An analysis of practice shows a great variety of teacher salary schedules in operation in the State of Florida. Some factors used in determining salaries are as follows: college training, 62 counties; experience, 55 counties; quality of service as determined by merit rating, 11 counties; supply and demand, 10 counties; type of certificate, 41 counties; objective examinations, 3 counties.

Many counties base their salary schedules exclusively on training and experience; one county makes no distinction for experience. Two counties are paying men teachers higher salaries than women teachers with comparable qualifications. Eleven counties are experimenting with merit rating plans, and about half of these are dissatisfied either with the plan or its results.

Annual increments vary in number from five to thirteen years and in amount from \$11.25 to \$90 per year. Some counties have schedules which allow nearly as much for emergency certificate holders as for college graduates.

Most of the schools in Florida pay special instructional personnel such as coaches, band leaders, librarians and vocational teachers more than is paid to other teachers of equal training and experience. Such increments run all the way from small sums to over \$1,000 annually.

Such practice is open to serious question. It is not suggested that these persons are overpaid but the practice places a premium on types of service which, while valuable, are certainly no more important than other phases of the total school program. It is hoped therefore that as salaries are adjusted upward this discriminatory differential can be greatly reduced and ultimately eliminated.

The following improvements could and should be made in salaries and salary schedules. This program is well within the ability of Florida and the state cannot afford to do any less. As an objective, a minimum salary of not less than \$2,400 annually should be paid four year professionally prepared beginning teachers. That objective should be attained next year in many counties if the proposed program is carried out. The foundation program of financing being proposed elsewhere in this report is a logical next step in achieving this goal for all counties. Soundly-constructed schedules for salaries in accord with accepted principles of recognition for training, experience and ability should be used and full credit should be given for experience outside the county and state. Ultimately teachers should be employed on a year-round basis. As a next step in this direction, twelve months service should be required of principals and at least ten months of teachers. Reasonable provisions for vacations and activities leading toward professional growth should be included.

There should be *one* salary schedule for *all* teachers of comparable training, experience and competence; elementary and secondary, Negro and white, men and women, general and special. Although recognition for merit is desirable, no highly reliable procedure has as yet been devised that is generally acceptable. While there should not be a state salary schedule for teachers each county should have an adequate schedule and there should be a minimum salary requirement for all counties which will provide that no teacher shall receive less than 70 per cent of the value of the teaching unit allocated on the basis of her level of training. The marked trend toward the adoption of single salary schedules in the state is most encouraging.

THE CLASS LOAD

The perennial problem of the over-crowded classroom has attained grave proportion since the present shortage of teachers. A second factor of primary importance, which has brought this problem into focus is that the responsibility of the teacher has expanded. The

job of teaching not only includes the "three R's" but art, music, character development, emotional control, work habits, and the development of attitudes and ideas.

The optimum class load should be a matter of wise consideration and should be followed by action. A situation where too many children are assigned to a class is wasteful, because:

1. Adequate preparation for the work is rendered impossible due to the draft on the energies of the teacher. Routine increases and more work must be prepared for additional groups and for individual pupils as the class load increases.

2. The slow learning pupils do not get enough guidance from the teacher. Failure may be a result, which is wasteful for both the pupil and the taxpayer.

3. The teacher does not have the time required to give guidance to all the groups within a large class and many of the brighter pupils are neglected.

4. An over-crowded classroom causes an emotional strain on both teacher and pupils and is not conducive to character development or social growth. Physical and mental health problems are often a result of children living in an over-crowded classroom.

5. Too few pupils have an opportunity for leadership.

In the opinion poll taken in nine counties twice as many persons thought classes in general were too large as those who thought the present size about right, and only one in forty thought they were too small.

It is strongly recommended that no classes at the primary level should exceed thirty and none at the intermediate and high school levels should have more than thirty-five pupils in membership. There is no longer any reason for allowing fewer pupils per teacher unit in the high schools than in the elementary school.

CONTINUING CONTRACTS

There is no evidence of widespread violations of professional ethics in the dismissal of teachers in Florida. Continuity of service of individuals is entirely too low on the average, but the basic causes in most counties do not seem to be significantly related to inadequate protection of the job security of the teacher. There have been some disturbing instances of unwarranted dismissals. There is considerable feeling on the part of many teachers that their employment is not sufficiently secure, and a widespread public conviction that the contractual status of the teacher should be better protected.

It would seem that teachers and their employers in Florida have reached a stage of development in which they may enter into mutually satisfactory contractual relationships. Some groups prefer tenure, others believe it protects incompetent as well as competent teachers. The establishment of a continuing contract plan for the employment of all teachers who have at least four years of training and who have completed at least two years of successful teaching is recommended. Provisions in such a plan should include (1) a strong requirement that all teachers shall be employed only upon the basis of mutually-binding written contracts, copies of which must be signed and delivered to the parties before employment commences; (2) that such contract shall continue to be binding upon the employer unless he notified the employee as provided by law that the contract will not be renewed; (3) that such contract shall continue to be binding upon the employee unless he notifies the employer before August 1 of each year that he does not wish to continue in his position. After that date any teacher who leaves without securing a written release from the employer, should have his teaching certificate revoked for a period of at least one year.

It would seem desirable that a state committee should be established to review and investigate any operation of the continuing contract law. The continuing contract plan should not be applicable in counties which operate under local tenure laws unless these counties prefer the continuing contract plan.

LEAVE OF ABSENCE PROVISIONS

It is believed that the present provision for sick leave does not adequately take care of teachers who have given long and faithful service and who then encounter a prolonged illness. It is, therefore, recommended that sick leave allowed be six days per year accumulative over a period of at least ten and preferably twelve years or not to exceed seventy-two days; one-half of which accumulated leave should be transferrable between counties.

SELECTION AND PLACEMENT OF TEACHERS

When a teacher is to be assigned to a given school or community, administrators should consider carefully the following traits: cultural background, experiences, appearance, adaptability, interests, personality, social attitudes, and general philosophy of education.

These traits will largely determine her acceptance by the school and community and her ability to work happily and successfully.

The placement of a teacher in a certain grade or department should depend on professional training, experience, interests, understanding of children, and personal preference. Aptitudes and abilities should be the basis for guiding a teacher into a particular field of work.

The teacher should be selected to suit a position rather than the position made to fit the teacher. The school environment has a great deal to do with a teacher's success. Oftentimes a teacher, who has not been successful in a certain position has been able to succeed when transferred to a different school or grade. Superintendents, supervisors and principals should work cooperatively in the selection and placement of teachers.

RETIREMENT PROVISIONS

The retirement system for Florida teachers inaugurated in 1939 was recognized as a compromise. Each succeeding legislature has modified and improved its provisions so as to make it more adequate. However, there are certain discrepancies which, when compared with the plans for other public officials at the state and county levels, operate to the disadvantage of teachers. It is believed that the people of Florida want for their teachers as good a retirement system as is provided for any of their other public servants. Additional changes are necessary to achieve this end. All proposed changes should be checked by competent authorities so as to assure the continued actuarial soundness of the system. The following improvements have been proposed by professional committees which have studied the problem:

1. That a teacher's retirement be computed upon the ten years of his teaching service during which he received his highest salary (rather than the last ten years of his service).

2. That earnable compensation be redefined to mean the actual salary of the teacher.

3. That members of the retirement system have their pension figured on the new higher ceiling.

4. That another permissive plan, to be designated as Plan D, be authorized which will provide for retirement after 25 years of service.

5. That a "floor" or minimum benefit of \$75.00 per month be

guaranteed for any member upon reaching retirement age; in no event should a member receive a retirement allowance greater than his actual average compensation. This should apply to a member who has retired heretofore or who shall retire hereafter.

6. That teachers be permitted an extension to July, 1951 to make any back payments that may be required to permit them to enjoy full benefits under the retirement law.

7. That out-of-state service not be allowed teachers who draw a pension or annuity from any other state, county or municipality for such teaching service; that, with this exception, teachers coming from outside the state and accumulating ten years of service in Florida might then have ten years of service credit for out-of-state service even though such out-of-state service has been accumulated subsequent to 1939, provided that such out-of-state teachers make back contributions to the Florida retirement system for out-of-state experience earned since July 1, 1939.

8. That if practicable option 1 for receiving benefits be amended to provide that the residue of teacher's annuity be returned to the teacher's estate or beneficiary.

9. That sufficient reserve be established in the Teachers Retirement System for protection of benefits for the considerable number of veteran teachers who will reach retirement age within a relatively short period of years.

10. That the budget of the teachers retirement system be increased in order to provide adequately for the additional work entailed by new legislation that may be passed.

The average number of service retirements has increased from 10 white and 1 Negro in 1939-40 when the system was established to 97 white and 14 Negro for the present year. Still further increases may be expected for some years. The average monthly service benefits have increased from approximately \$45 for whites and \$35 for Negroes to about \$63 for whites and about \$49 for Negroes. The amount of contributions paid in last year amounted to approximately \$1,000,000; the retirement service payments to \$243,109.72 and the disability benefits to \$28,843.66.

NON-INSTRUCTIONAL PERSONNEL

It is important to note that in the opinion poll pursued in this study there was not only a strong demand made for competent, well-qualified instructional personnel, but fifty times more people favored hiring janitors, clerks and other non-teaching persons on the basis of their ability than on their need for the job. The vote was five to one in favor of giving these employees special training to help them do a better job.

School Secretaries and Clerks. In the past, most schools have

tended to employ secretaries whose training has consisted of little more than high school graduation plus business school courses in shorthand, typing, and bookkeeping. These people could render little more than mechanical clerical services to the principals who need far more than this. If principals are to be free to devote time to improvement of instruction, their secretarial assistants should be of such competence that much more of the record keeping and routine work now being done by principals can be performed by these persons.

There is evidence to indicate that many principals are now spending from 60 to 80 per cent of their time on matters not directly related to the instructional program. It is proposed, therefore, that minimum standards for secretaries and bookkeepers be prescribed by the State Board of Education and that these persons be certificated for this work.

Custodians. One of the indispensable persons in any successful school program is the individual whose responsibility it is to care for the school plant, insuring cleanliness, proper heating, and other similar services. A more adequate pay scale should be provided in many school systems for such employees so it may be possible to assure much more efficient service than is now being provided. A clear cut job analysis and definition of authority and responsibility in terms of the custodian's relationship to the principal in charge of the building would greatly improve the service rendered in many schools. Evidence gathered in the state study indicated that in nine out of ten cases the janitor is responsible to the principal but there is need for better training of janitors and more efficient custodial care.

School Lunchroom Managers. With the expansion of the school lunchroom programs, particularly in those schools using the federal assistance, the lunchroom program has become a sizable and complex responsibility. In too many instances it is encroaching upon the time of the principal whose main function is that of directing instruction.

At its best, the school lunchroom program not only serves an imperative health need, but also affords a vital learning experience for all members of the school. Such outcomes, however, result only when there is intelligent and adequate planning and direction of the school lunchroom program and this involves the services of persons

especially qualified and trained for this type of work. It is recommended that qualifications for such persons be established by the State Board of Education, and that some form of certification be used as a means of maintaining established standards.

Bus Drivers. The proper management of children is important during periods of transportation the same as for any other portion of the school day. This fact, coupled with the matter of safety, places much responsibility on bus drivers and suggests the importance of qualifications that will insure satisfactory performance of this service. For these reasons, it is recommended that adequate instruction, including summer short courses, for bus drivers be provided in the various counties.

SUMMARY AND RECOMMENDATIONS

1. *The position and prestige of the teaching profession should be greatly improved.* The present scholarship provision should be continued and improved, non-resident tuition should be waived for out of state persons interested in teaching in Florida and every other step possible should be taken to interest more capable young people in teaching.

2. *The state program should be revised to encourage all counties to employ as large a proportion as possible of teachers who hold certificates based on completion of at least four years of college work.* To that end provisions should be made to assure at once a minimum average salary of at least \$2,500 for college graduates and a beginning salary of \$2,400 as soon as practicable.

3. *The county superintendent, as educational leader of the county, should have qualifications at least equal to those of the best trained teachers and principals.* Every county superintendent, except persons having had recent experience in the office, should be expected and required to have special training in school administration, finance and supervision and to hold a certificate based on completion of at least five years of college work.

4. *The supervisory program should be further improved and expanded.* Potentially Florida has one of the best programs in the nation. However, further training for supervisors and a better understanding of the possibilities are needed before the objectives can be fully attained.

5. *Salary schedules should be improved.* In every county substantially higher salaries should be provided for college graduates than for persons with limited training. Increments for the third and fourth years, when persons are most likely to leave the profession, should be increased. Teachers should participate in working out schedules. Rating should be studied as a possibility but, because of the difficulties involved, should be used with caution. Single salary schedules should be put into complete operation, not just adopted in theory. However, provision should be made for additional increments or payments beyond the regular schedule for teachers of outstanding ability and competence.

6. *Continuing contracts should be provided for all qualified teachers who have served satisfactorily.* The continuing contract plan should be put into operation for all persons holding certificates based on the completion of at least four years of college training except in counties which operate under local tenure laws. However, cept in counties which operate under local tenure laws.

7. *Retirement and sick leave provisions should be improved.* Retirement provisions for teachers should be at least equivalent to those for other state and county employees. A floor of \$75 per month should be established with a plan permitting an optional increase to \$100 per month in the future. Sick leave should be extended to six days a year and made cumulative to a total of at least 60 days and preferably to a total of 72 days.

8. *More attention should be given to proper adjustment of class size and teacher load.* As soon as building conditions will permit the number of pupils per teacher should be limited to about 30 in the lower elementary grades and to not more than 35 in the other grades. The same basis should be used for computing elementary and secondary instruction units.

9. *Appointment and reappointment should be put on a professional basis.* While the power to appoint should be in the hands of a lay board, preferably a reorganized county board, the right to recommend should be in the hands of professionally trained persons. The county superintendent, provided he is well trained and is selected on a non-political basis, should recommend persons to serve as principals. The county superintendent and the principal of the school should determine the persons to be recommended as teachers of the school.

The trustees of a school should have the right to refuse to approve a teacher or principal they do not consider suitable.

10. *Non-instructional personnel should be employed on the basis of ability and qualifications, and should be trained for their work.* All school employees need to be competent to do the work assigned if the school system is to operate efficiently. Non-instructional personnel should be carefully selected in terms of their qualifications and should be given such training as is necessary to enable them to serve efficiently. Provision should be made for certifying certain groups whose work requires relatively high standards of training.

CHAPTER XI

THE SCHOOL PLANT

The school plant includes site, buildings and equipment. The amount invested per pupil in school plants in Florida is only about three-fourths of the average for the nation. The school plant situation in some counties is relatively good; in others it is exceedingly poor. In general, the plant value increases in proportion to the wealth of the counties. Partly because of the district situation and partly because of lack of proper planning some very unsatisfactory school plant investments are found in many counties. Safeguards should be established in an effort to avoid similar costly mistakes in the future.

Since the war began construction or alteration of school buildings has practically been impossible. In fact, for several years before the war there was little construction. Accumulated school plant needs therefore are greater than ever before in Florida. Existing requirements total nearly \$100,000,000. Within the next ten years, an additional investment amounting to several million dollars will probably be necessary. Present accumulated needs are the result of: obsolete or dilapidated buildings which must be replaced; the rapid influx of population in Florida; the increase in birth rate; the new services required and new groups to be accommodated in the improved school program; modernization requirements as to heating, lighting, sanitation and a revised program; restoration of buildings in serious need of repair. Maintenance of school buildings was, of necessity, neglected during the war and rapid deterioration has taken place.

Satisfactory school plants cannot be developed without careful planning. A number of counties have prepared spot maps of pupil population in order to plan the location of school centers more carefully. The State Department of Education and the University of Florida have cooperated with a number of counties in making extensive surveys of school plant needs. Many more such studies will be needed during the coming years if the program is to be properly planned.

MAJOR SCHOOL PLANT PROBLEMS

Extensive surveys in a number of Florida counties have revealed that the following school plant problems are common in Florida.

1. *Many school buildings are obsolete in design and poorly suited to a modern education program.* This is especially true of buildings more than twenty-five years of age. Much progress has been made in schoolhouse planning during the past twenty-five years and many improvements have been made in the educational program. A school building consisting exclusively of a group of stereotyped classrooms is no longer adequate. In fact, such buildings have not been considered adequate for more than thirty years.

2. *Most school buildings in Florida are located on inadequate sites.* Many buildings were originally placed upon sites so small that it is impossible to add to those buildings. Many buildings, structurally sound, could be made usable by adding the special facilities indicated above if a school site of adequate size had been purchased originally. As the community grows, boards of public instruction frequently find it necessary to expand the size of the building. But the opportunity to secure sufficient land has passed because frequently it cannot be secured without condemning expensive property.

Health and physical education are important objectives of the educational program. It is difficult to attain these objectives in schools where the sites are so small that facilities for physical education cannot be provided. It is not at all unusual in Florida to find elementary schools containing three to four hundred students located on sites of less than two acres. The desirable size of the school site is determined by the size of the school and the type of program of the school.

3. *Many school sites are unimproved.* The school site should be planned for definite play areas for different types of organized games in accordance with the needs of the different age groups served. Parts of the site not used for play areas should be attractively landscaped.

4. *Most of the school seating equipment is of antiquated design.* This is especially true of the elementary schools. Most of the seating equipment of the elementary schools is of the old fashioned screwed to the floor, row type desk. This type of seating makes difficult the teaching of children by modern methods. Modern elementary schools are equipped with tables and chairs throughout or tables and chairs in the primary grades and movable desks in the upper elementary grades.

5. *Most of the floors of school buildings are treated with oil which gives them a dark, gummy, unattractive appearance.* It is recommended that the oiling of floors in new buildings be strictly prohibited. Wood floors should originally be treated with the proper type of sealing material and kept waxed. Bright, clean floors will add greatly to the attractiveness of a school room and also improve sanitary conditions. Details of proper floor treatment can be secured from the State Department of Education.

6. *A number of school buildings have concrete floors in classrooms and toilets.* The concrete floor is not satisfactory for a classroom. Concrete floors in classrooms should be covered with asphalt tile, battleship linoleum, or some other satisfactory material. Concrete floors are also unsatisfactory for school toilets. They absorb odors and are difficult to keep sanitary. All such floors should be covered with some type of impervious tile.

7. *The artificial lighting of many classrooms is unsatisfactory.* Only a very small percentage of Florida classrooms meet the recommended standard of 30 foot candles. Artificial lighting should be

installed in accordance with the instructions of a competent lighting engineer. Whatever type of artificial lighting is used, care must be taken to use fixtures of the non-glare type and to provide a sufficient number and distribution of outlets to furnish the necessary illumination.

8. *The natural lighting of many classrooms is unsatisfactory.* This is due to a number of factors such as the following: improper shades or use of shades; no shades at all; insufficient amount of window area in proportion to floor area; the placement of windows too far below the ceiling; too low ceilings in proportion to the width of the room; the painting of classrooms in dark, light-absorbent colors; dark finish of school floors; the dark finish of most school furniture; and the planting of tall shrubbery and trees too close to the school building. Most of these items can be corrected in old buildings with the exception of those items which are inherent in the building design. When new buildings are constructed, great care should be taken to design those buildings so that the best natural light possible can be secured. However, artificial lighting will be necessary in school buildings regardless of the type of design if adequate lighting conditions are to be present in the school at all times.

9. *There are a number of school buildings in Florida which constitute fire hazards.* This is especially true when school auditoriums are located on the second floor in non-fire resistant buildings. School auditoriums should never be located on the second floor of a school building regardless of the type of construction. A number of combustible school buildings of two story design have only one wooden stairway serving the second floor. All school plants which constitute a hazard to the lives of children should immediately be made safe or abandoned.

10. *Many school buildings of older design have been so constructed that it is almost impossible to add to them.* All buildings should be so constructed that further additions can be readily made. It is impossible to foresee the future population growth in most areas of the state during the next ten or twenty years. Therefore, all new school buildings should be so designed that future additions will be possible is necessary.

11. *Many school buildings have poor types of heating systems.* Common wood stoves with separate flues for each stove are found in many schools in the state, even in some of the more wealthy counties. Such heating systems are dirty, require a great deal of janitorial service, multiply fire hazards and provide a poor distribution of heat. Central heating systems provide adequate heating control and should be installed in all but the smallest school buildings. Such heating systems reduce cost of janitorial service and insurance and provide a much healthier working situation for the students.

12. *Many school buildings have inadequate sanitary facilities and in many others these facilities are improperly maintained.* This is especially true in rural schools. The toilets in many schools are insufficient in number, and the fixtures are obsolete in design. Insanitary facilities constitute a menace to the health of the children in the community.

13. *Many schools have inadequate drinking facilities for pupils, and a few schools have either no water supply or an unsatisfactory source.* An adequate supply and distribution of good pure water at a school is essential to the health of the children.

14. *Many school buildings are poorly maintained.* Boards of public

instruction frequently waste money by neglecting the maintenance of school buildings to the point where major repairs are involved. School buildings are expensive investments, and it is good business to keep them in proper repair. Furthermore, the efficiency of the school building is largely determined by its state of repair.

A properly organized and administered county school maintenance service saves boards of public instruction thousands of dollars annually. Some boards of public instruction have established such departments. Many other boards will find it good business to establish a county-wide maintenance service.

15. *Some school centers have been improperly located with reference to the school population.* Buildings should be located as centrally as possible with respect to the population to be served provided an adequate site can be secured at the desired location. An improperly located school building is inconvenient to the students and involves excessive transportation costs. There are numerous instances in Florida where too many classrooms have been constructed at some centers, whereas other school centers in the same county are overcrowded.

16. *Many school buildings have not been planned in terms of the educational program.* When new buildings are constructed, the board should not turn the planning over to architects exclusively. The buildings should be functional in design and planned to house the type of educational program desired. Therefore, boards of public instruction should encourage competent supervisors, principals, and teachers to participate in the functional planning of school buildings. This does not imply that principals and teachers know how to design the school buildings, but that they should participate in the preparation of the statement of need to the architect. A building should be planned from the "inside out" rather than from the "outside in." This means that the architect should not design a building primarily as an architectural monument and then attempt to sub-divide the interior for educational use. The interior of the building should be planned first for educational use and then the architect should design an exterior which is architecturally attractive.

GENERAL DESCRIPTION OF THE SCHOOL PLANTS

In 1945-46 there were 942 public white school centers in Florida in which were enrolled 310,442 school children. The average number of children enrolled per building was 330. The total number of white teachers and principals employed was 10,736 or an average of 11.4 per school center. The reported original cost of these 942 school centers was \$84,995,384 or an average per pupil cost of \$273.

At the same time, there were 839 public Negro school centers in which were enrolled 105,315 Negro school children. The average number of children enrolled per building was 125. The total number of Negro teachers and principals employed was 3,498 or an average of 4.2 teachers per school center. The reported original cost of these 839 Negro school centers was \$6,193,403 or an average per pupil cost of \$59.

Within the past twenty years, the average school center in the state has grown larger. There are now only about one-half as many white school centers as twenty years ago and the enrollment per center is three times as large. The number of Negro school centers has increased slightly; the enrollment per center has increased about 30 per cent. As the advantages of the larger school centers become more generally recognized, particularly as related to the high school, and as transportation equipment becomes more generally available, the small schools will probably be replaced by larger units at an accelerated rate in the early postwar period.

Materials of Construction

The vast majority of the school buildings of the state are of frame or of brick veneer construction. The relative abundance of local lumber in previous years has made frame construction comparatively inexpensive. The fact that the predominating type of construction in the state is that which has been initially the cheapest is significant. It indicates that school communities generally have not had access to funds that permitted the use of more expensive materials. Unfortunately, the cost of maintaining this type of construction is usually greater than is the cost of maintaining buildings of more fire-resistant materials. The communities that have been unable to make heavy initial capital outlays have been thus further impoverished by excessive costs for upkeep of school property. The large percentage of buildings of combustible materials is conducive to excessive loss of property from fire.

Because of possible panic and fire hazards, it is generally agreed that non-fire resistant school buildings should not be more than one story high. There are many school buildings within the state which fail to meet this criterion of safety. There is some evidence that functional adequacy of facilities has been sacrificed in some instances

TABLE 1
PERCENTAGES OF FLORIDA SCHOOL BUILDINGS WITH
EXTERIOR WALLS OF VARIOUS MATERIALS

Material of Construction	Percentage of Schools		
	White	Negro	Total
Concrete	3.2%	1.0%	2.3%
Concrete Block	4.9	2.8	4.1
Brick	29.2	3.2	18.6
Brick Veneer	7.6	.8	4.8
Stucco on Masonry	7.5	1.0	4.8
Stucco on Frame	2.8	1.4	2.2
Frame	42.6	87.8	61.0
Other	2.2	2.0	2.2

for fire-resistiveness. Assuming that a one-story building is feasible, it appears to be a mistake to sacrifice adequacy or functional adaptability for fire-proofness. Table 1 shows the percentage of Florida schools having exterior walls of various materials of construction.

The Age of Florida School Buildings

The age of a school building indicates roughly whether it is likely to be obsolete. The educational program has been so extensively changed within the past twenty years, that a school building more than twenty years old is likely to be poorly adapted to house the modern school program. The age of a school building is also a rough measure of the state of preservation. While there are exceptions to the general rule, it is usually safe to assume that the typical school building is either so obsolete or is in such poor state of repair after thirty years of use, that it can be more economically replaced than repaired and modernized; and that about one-half of the school buildings twenty to thirty years old can be more economically replaced than modernized and maintained. If these generalizations be applied to the age of school buildings in Florida, we may arrive at a rough estimate of the number of school centers that need to be replaced because of obsolescence or deterioration.

TABLE 2
AGE OF SCHOOL BUILDINGS IN FLORIDA

Age of School Building in Years	Percentage		
	White	Negro	Total
45 and over	.9%	.3%	.5%
35-45	1.8	3.0	2.6
25-35	10.8	5.1	.8
15-25	30.5	37.4	33.8
5-15	17.6	45.2	36.3
0-5	28.4	9.0	18.8

As may be seen from Table 2, about one out of seven of the white school buildings is more than twenty-five years old, and about one out of twelve Negro schools is more than twenty-five years old. Probably not all of these buildings are so obsolete or depreciated as to warrant replacement. However, it would seem safe to assume that there are as many buildings less than twenty-five years old needing replacement as there are older than twenty-five years meriting continued use. Based upon these assumptions, it appears that 131 white buildings and seventy-four Negro buildings will need to be replaced because they are old enough to have served their period of usefulness. However, many Negro buildings were poorly constructed to begin with so this estimate is most probably too low. Assuming that the average cost of the replacements will be comparable to the state's average, it appears that approximately \$12,000,000 will need to be expended to replace old buildings.

It is estimated that at least one-half of the buildings between the

ages of fifteen and twenty-five years will need extensive alterations and additions to adapt them to meet present school program needs, and that such alterations and additions will average \$25,000 per building. On this basis, the estimated cost of an adequate program of modernization and supplementing will be \$8,000,000.

While data are not available on which to base an estimate, it is likely that many of the remaining buildings were originally so inferior in design, workmanship, and materials that they should be replaced. No estimate of the cost is made, but it is likely that this group will necessitate a substantial expenditure.

Intensive school building surveys recently made in a number of Florida counties by the State Department of Education in cooperation with the University of Florida indicate that the above cost estimates are probably too low. However, it is anticipated that building costs will decline somewhat as soon as the present abnormal demand for residential housing is satisfied.

State of Repair of School Buildings

More than one-half of the school buildings in Florida are in a poor state of preservation and need major repairs. This is true of school buildings for both whites and Negroes. These repairs are needed in order to protect the capital investment, improve the utility value of the property, and make the property safe for pupil occupancy.

Proper maintenance is, of necessity, associated with pupil welfare. Dark, dingy ceilings and walls, and dirty window panes, produce poor lighting conditions which impair the eyesight of school children. Plumbing or sewage disposal plants not properly maintained constitute a health hazard. Improperly maintained heating and electrical equipment constitute health and fire hazards. Insecure stairs and fire escapes endanger lives of school children.

In order to protect the investment in school buildings, an extensive repair and rehabilitation program is now urgently needed if further rapid deterioration is to be checked. The lack of maintenance of school property is now quite acute. Definite and concerted steps are necessary in order to restore school property and prevent further rapid deterioration resulting from neglect due to war conditions.

School plant maintenance personnel should be employed by counties on a year-round basis. The State Department of Education should provide more technical guidance in economical and efficient maintenance of school property. It would pay tremendous dividends to the local school units in improved economy and efficiency in this

important and frequently neglected field. The need for state stimulation of adequate maintenance programs is probably greater at present than at any time in recent years.

Number of Unused Classrooms

Unused classrooms represent unused capital and indicate either an unexpected shift of population trends, inadequate planning, or a situation which has resulted from an archaic district organization. In many cases the unused classrooms will remain permanently unoccupied and the capital investment represented by these vacant classrooms will be permanently dissipated. The need for additional classrooms is so generally distributed throughout the state, and the acute overcrowding in some places is so pronounced, that the unused classroom is particularly significant at this time.

In order to avoid the possibility of costly vacant rooms every proposed school building should be constructed only after a careful objective study is made of present and definitely predictable future needs. The temptation to provide school facilities in excess of present or immediately predictable future needs should obviously be discouraged. Already, the state is provided with the legal authority necessary to prevent the construction of unneeded facilities, but lacks the staff so necessary to administer the law.

Data supplied by the county superintendents of Florida indicate that there are more than 500 unused classrooms for whites and in excess of 100 unused classrooms for Negroes within the state. If we assume that these unused classrooms represent at least as much capital outlay as the average classroom of the state, this vacant property represents an investment of \$4,299,700 of public money from which the educational interests of the state are receiving no return. At a rate of 3 per cent, the interest alone on this idle property is greatly in excess of the cost of the staff which would have been necessary to make intensive and careful studies of needs. Such studies, had they been made, probably would have enabled local communities to avoid these unprofitable expenditures.

Non-classroom Areas Being Used as Emergency Classrooms

It is only after we consider the number of emergency classrooms now in use that the true significance of the 600 idle classrooms can be appreciated. Data supplied by county superintendents indicate that at least 1,000 white teachers, and at least 400 Negro teachers are now teaching in improvised classrooms such as basements, auditoriums, dwelling houses, and lodge-halls. It is safe to assume that practically none of these improvised areas are adapted to classroom

needs. In many cases, the improvisation is so poorly adapted to classroom purposes that the educational returns from the teacher's salaries and other operating costs are materially reduced, if not completely nullified. In many cases, it is probable that the injury to the health of school children forced to attend school in unhygienic, improvised areas exceeds any educational benefits derived from such attendance.

If the 600 idle classrooms had been suitably located, approximately 18,000 school children might have been spared the discomforts and dangers incident to attendance in improvised classrooms, and the taxpayers of the state might have avoided the necessity of spending approximately \$6,000,000 for additional classrooms.

It is sound economy of human resources and educational funds for the state to make every provision possible to provide needed classrooms, and at the same time, to discourage construction of unneeded school facilities.

The Need for Specialized Areas in Florida Public Schools

The complete school program is including increasing numbers of important activities that cannot be satisfactorily housed in the conventional classroom. These additions are needed to enrich the experiences of the school child and to implement the basic school program. Carefully and specifically designed spaces are needed to accommodate the activities they are expected to house. While many plant deficiencies may be compensated for by alert and ingenious professional leadership, failure to include special rooms in the school plant may seriously limit the services that may be rendered by the school to both the school population and the out-of-school group of the community.

The basic cause for failure to include the needed special rooms in the school plants is limited funds for buildings. There are few communities in the state that would not like to have, if they believed they could afford them, such special rooms as libraries, auditoriums, health clinics, shops, laboratories, and lunchrooms. The absence of these facilities in so many of the school plants and the use of so many improvised spaces is abundant evidence of the recognized needs and the inability of the local communities adequately to provide for these needs.

Table 3 shows the percentage of school centers that include such special areas as laboratories, shops, study halls, library rooms, auditoriums, auditorium and gymnasium combined, lunchrooms, food processing rooms, office space, clinic rooms, and other specialized areas.

TABLE 3
PERCENTAGE OF SCHOOL CENTERS HAVING GIVEN SPECIALIZED AREAS

Specialized Area	Percentage of School Centers		
	White	Negro	Total
Laboratories	33.5%	5.0%	20.4%
Shops	29.5	7.3	18.2
Study Halls	14.4	2.8	8.6
Library Rooms	49.8	8.8	31.0
Auditoriums	51.9	8.1	31.8
Auditorium-Gymnasium	4.4	.7	2.7
Lunchrooms	58.4	1.8	37.0
Food-processing Rooms	16.7	3.4	10.6
Office Space	72.0	12.2	44.6
Clinic Rooms	30.3	3.4	17.9
Gymnasiums	7.7	.2	3.4
Other Specialized Areas	52.9	5.2	31.0

The most significant single fact shown in Table 3 is the relatively small number of general service rooms and specialized classrooms found in all groups, and by implication the need for a greater number and a wider variety of general service rooms and specialized classrooms.

Providing the required specialized areas probably constitutes the greatest single need of the school plants of Florida. The vast majority of the school centers in Florida are inadequately adapted to house a modern enriched school program. It is estimated that providing essential specialized areas to house an enriched school program in existing school centers will involve a capital outlay at least as great as one-half the value of present school property, or approximately \$42,000,000.

Artificial Lighting

The absence or presence of artificial light is significant primarily as an indication of the possibility of adequately lighting the building artificially. Data are not available to indicate to what extent the artificial lighting is satisfactory as to intensity, location, and type of fixtures. It is common observation, however, that in the vast majority of cases, the artificial lighting as measured by present-day standards is inadequate in intensity and inferior in quality.

Classrooms are commonly observed with one or two drop cords on which the unshaded incandescent light bulb is suspended about six feet from the floor. Such an arrangement produces glare and eye-strain, and undoubtedly does more harm in the classroom than if no electric lights were provided. It is not at all unusual to find an otherwise reasonably satisfactory school building provided with only two light outlets per classroom when accepted standards require six. Varying the size of the lighting unit cannot correct such deficiency. School people are beginning to recognize more generally the significance of the fact that only approximately 5 per cent of the children have eye defects upon entering school, and approximately 30 per cent have defective sight upon graduation from high school. Undoubtedly, remodeling of classroom lighting will require a substantial capital outlay in the postwar period.

Data furnished by county superintendents indicate that approximately 10 per cent of the white school centers and 50 per cent of the Negro school centers have no electric lights. It has been estimated that to light adequately the classrooms now in use in Florida would require an expenditure of more than \$4,000,000.

Types of Heating Equipment Found in Florida Schools

In an effort to avoid large expenditures for a central hot water or steam heating plant in the mild climate of the state, Florida communities have installed many different types of heating equipment. However, parents are finding that while heat is not needed over as long a period as is needed in more northern areas, the need for good heating equipment is acute at some time every year in every school except, perhaps, in Key West. Those schools which originally have been provided with no heating equipment have later found it necessary to provide such facilities. Many of the communities which originally installed unsatisfactory types of heating equipment have later found it desirable to replace the temporary installation with a more satisfactory type.

A central heating plant using steam or hot water as a vehicle, and oil, or coal as a source of heat, has proven the most satisfactory type of heating for large buildings in the Florida climate. The jacketed or circulating type of heater has been found to be the most satisfactory and practical type of heating equipment for small schools. The unjacketed stove has been found unsatisfactory because those children stationed nearest the source of heat are frequently overheated and those more remote from the stove are chilled. The portable oil heater is unsatisfactory because it is usually inadequate, is a fire hazard, is odorous, and has objectionable features comparable to the unjacketed stove. The individually heated gas unit has the same

objectionable characteristic as the unjacketed stove, and the operating expense is excessive. Furthermore, there is always the danger of asphyxiation and explosions due to leaking fixtures and connections. The hot air heating plant has been found unsatisfactory because the method of heat distribution is not practical for large schools. The hot air pipes conduct noise throughout the building. Usually after a few years, hot air systems produce dust and smoke.

Table 4 shows the percentage of school centers heated by the various types of heating equipment.

TABLE 4
PERCENTAGES OF FLORIDA SCHOOL CENTERS USING EACH
TYPE OF HEATING EQUIPMENT

Type of Heating Equipment	Percentage of Schools		
	White	Negro	Total
Steam	24.6%	2.0%	15.4%
Hot Water	5.3	.4	3.3
Jacketed Stove	20.6	24.6	22.2
Unjacketed Stove	33.6	60.5	44.6
Portable Oil	4.9	5.0	5.0
Gas	3.3	.8	2.3
Portable Electric	.7		.4
Hot Air	1.8	.2	1.1
Other	5.2	6.5	5.7

Approximately one-fifth of the white and one-fourth of the Negro school centers are equipped with unjacketed heaters, portable oil heaters, gas heaters, portable electric heaters, hot air, or other types of heating equipment. All of these types are considered unsatisfactory for school use and should be replaced as soon as materials, labor and funds permit. It is estimated that in order to provide adequate and satisfactory heating equipment for existing Florida schools, an expenditure of more than \$5,000,000 will be necessary.

Water Supply

A supply of pure water with a sanitary means of washing and drinking should be regarded as a minimum essential in Florida schools. School children should be protected from such diseases as typhoid fever and tuberculosis which are transmittable by an impure water supply or by insanitary drinking facilities.

It is a legal requirement in Florida that: "Each school plant shall be provided with pure drinking water. Unless the water comes from a city or other community supply which is regularly tested, water provided for the school plant shall be tested at least twice each year

and the source of supply shall be condemned at any time the water is found to be unsafe for drinking purposes."

Data furnished by county superintendents indicate, however, that 20 per cent of the white schools and 60 per cent of the Negro schools have not had their water supply tested within the past year.

County superintendents reported that 2 per cent of the white school centers and 13 per cent of the Negro school centers still use dug wells as a source of water supply. From the same source, it was learned that 2 per cent of the white and 16 per cent of the Negro school centers have no water supply. In these cases, children must obtain drinking water, if at all, from neighboring springs or wells, the purity of which should be seriously questioned.

No satisfactory drinking or washing facilities are possible unless water is available under pressure. County superintendents reported that 72 per cent of the Negro and 40 per cent of the white school centers do not have water under pressure. To provide a pure water supply under pressure for every school center in Florida will require an expenditure of more than \$5,000,000.

Types of Toilet Facilities

The only satisfactory type of toilet facilities yet developed for schools is the inside flush type system, properly designed and equipped. This is possible only where water under pressure is available. Where water under pressure is not available, the most extensively used partially satisfactory provision is the pit privy. The most unsatisfactory type is the surface toilet. It possesses all of the objectional features found in the pit privy, and in addition permits the spread of the hookworm parasite and typhoid bacteria. The public school invariably influences the hygienic standards of the surrounding community. It should be an example which patrons would like to emulate. The assembling of a large number of children from all types of homes where communicable diseases may be present places upon school authorities the responsibility of taking every reasonable precaution to prevent the spread of such diseases. Providing sanitary disposal facilities is one of these responsibilities which should be shared by the State of Florida.

Table 5 shows the type of toilets in the school centers of Florida and the percentages of each type. That much remains to be done for the improvement of sewage disposal systems in the public school centers of Florida is indicated by the Table.

Based upon the assumption that the average cost of inside flush toilet installations and remodeling would be \$5,000 per school center, installation of inside toilet systems in all existing Florida public school centers would involve an expenditure of a little more than \$4,000,000.

TABLE 5
PERCENTAGE OF SCHOOL CENTERS HAVING EACH TYPE OF
SEWAGE DISPOSAL FACILITY

Type of Sewage Disposal Facility	Percentage of School Centers		
	White	Negro	Total
Inside toilets	71.9%	11.6%	45.0%
Outside toilets	5.9	8.7	7.2
Pit privy	16.9	63.7	37.4
Surface	.8	12.1	5.9
None	4.5	3.9	4.5

NEW CENTERS

Many capital outlay expenditures within the next few years will be made for new centers. Some of these new centers will partially or totally replace existing centers which are satisfactory except as to location. This will be necessary to take care of Florida's rapidly increasing population, and to provide reorganization of school centers. Perhaps the most significant organizational development in the school program during the next ten years will be the reorganization of small school centers.

Florida's population is one of the most rapidly increasing in the nation. During the past twenty years, the school enrollment has increased at the rate of 2.8 per cent annually. There seems ample evidence that the rate of increase during the next ten years will be substantially greater than the rate for the past twenty years. Even if we assume that only the rate of increase of the past twenty years will be maintained, there will be an annual need for approximately 400 classrooms to provide for increasing school population alone. At present prices, these 400 classrooms will necessitate an annual capital outlay of at least \$4,000,000 or in ten years, of \$40,000,000. Data supplied by county superintendents indicate that school buildings having a total minimum value of \$25,000,000 are projected for construction within the next two or three years.

SUMMARY OF FLORIDA SCHOOL PLANT NEEDS

By the use of all available data a careful attempt has been made to arrive at a fair estimate of the school plant needs in Florida. School plant needs cannot accurately be estimated. The expanding school program, the increasing complexity of social and economic relations with corresponding increased responsibilities of the school,

the development of good roads and modern means of transportation, better understanding of the basic requirements of child growth and development and many other factors have changed and are changing the popular concept of what constitutes an adequate school plant.

The needs of the Florida school plants as outlined in the preceding pages of this study may be considered by some as visionary. On the other hand, it is conceivable that a few decades hence the needs as outlined in this study will probably be considered quite inadequate.

Table 6 gives a summary of estimated Florida school plant needs. It is believed that costs estimated are minimum.

TABLE 6
ESTIMATED FLORIDA SCHOOL PLANT NEEDS

Reason for Need	Estimated Cost
1. To provide new school centers to house reorganized attendance areas	\$ 6,000,000 ¹
2. To relieve over-crowding	4,000,000 ²
3. To replace existing obsolete and dilapidated buildings	12,000,000
4. To provide new classrooms to house increasing population	4,000,000
5. To repair and modernize existing utilizable buildings	8,000,000
6. To replace non-classroom areas being used on an emergency basis as classrooms	6,000,000
7. To provide auxiliary rooms and specialized areas	42,000,00
8. To provide safe drinking water under pressure	5,000,000
9. To provide sanitary sewage disposal, washing, and drinking facilities	4,000,000
10. To provide adequate heating of a desirable type	5,000,000
11. To provide adequate electric lighting of hygienic quality	4,000,000
Total estimate of immediate needs	\$100,000,000

1. Recurring annually but varying in amount with the activity of the reorganization program.
2. Recurring annually but varying with the rate of school population increase.

As may be seen from Table 6, the total cost of the estimated immediate needs of Florida public school plants is \$100,000,000. It would seem that the school plant needs in Florida during the next ten years will be considerably in excess of \$100,000,000 depending upon the progress of reorganization programs of local centers and the rate of increase of the school population.

FINANCING SCHOOL PLANT NEEDS

Traditionally, school plant needs in Florida have been financed almost exclusively from bond issues from local school taxes, and Florida has never provided any state aid for capital outlay or debt service. Therefore, local school authorities have had to assume almost

exclusive responsibility for the financing of school buildings. During the depression years federal funds were available for school building construction, but such funds are no longer available. The local revenue available to boards of public instruction consists almost exclusively of ad valorem taxes. Therefore, property has borne almost the entire burden for school plant construction. Some counties have applied some racing commission funds to school building construction, but the amount of buildings constructed from school racing funds to date has been negligible.

Most school buildings in Florida have been constructed from the proceeds of bond issues. In 1930, the total school debt of boards of public instruction amounted to more than sixty million dollars. Most of this debt was incurred for school building construction. The present bonded debt for schools is more than forty million dollars, and it constitutes a heavy burden because the interest charge alone on this debt is about two million dollars annually. Therefore, Florida is faced with the problem not only of financing major improvements in its present school plants, but also of paying off a heavy debt for buildings constructed many years ago.

Most school bonds are special tax district bonds. The Constitution provides no authority for the issuance of county-wide bonds. However, county-wide bonds could in effect be issued if all tax districts within a county are consolidated into one tax district.

The regulations of the State Board of Education permit the levy of two mills of county-wide taxes and four mills of district tax for the construction of school buildings on a pay-as-you-go basis. These levies, however, constitute part of the ten mill county-wide and the ten mill district levies permitted under the Constitution. Several counties are now levying either district or county-wide pay-as-you-go millage for schools, and this practice should be encouraged. When school buildings are constructed from the proceeds of bond issues, interest charges increase the original cost of buildings. Prior to 1935 boards of public instruction paid 5 or 6 per cent interest on school bonds. Many of these bonds went into default during the depression years. These defaults still cause Florida to pay higher interest on school bonds, than would have been paid otherwise. The interest charges on current bond issues are less than half of what they were prior to 1935. However, interest costs are still a considerable item when school buildings are constructed by means of bond issues.

Since school buildings in Florida have largely been constructed from local school taxes, the quality of the school plants of Florida varies pretty much in accordance with the financial ability of local school units. The ten wealthiest counties of Florida have seven and one-half times the wealth per pupil as the ten counties of least wealth.

Financial Inability of School Districts

By bonding itself to the legal maximum, the wealthiest county in the state can spend for capital outlay \$1,763 per pupil or \$52,890 per classroom while the county with the lowest assessed valuation can spend only \$65 per pupil or \$1,950 per classroom. The difference in the taxable wealth among the districts is even more fantastic. For example, in one of the wealthy districts, the assessed valuation is \$29,745 per pupil and in another district of the state, the assessed valuation is only \$217 per pupil. In the first case, the district could spend \$89,235 per classroom while in the second case, the district could spend only \$651 per classroom for buildings and equipment. It is obvious that when one district is able to spend 137 times as much per pupil for housing as another district, no semblance of equality is achievable in the school plant field unless the state provides supplementary assistance for the less wealthy districts. It is also evident that the districts and counties with low assessed valuations can never hope to house adequately the school children unless supplementary funds are provided from outside sources.

All special school tax districts within each county should be consolidated into one tax district or abolished in order to equalize the tax effort for the provision of school plant facilities within each county. However, this procedure will only partly solve the problem. As pointed out above, there are great differences in wealth among the counties of Florida, and the state is the only agency capable of effectively equalizing these differences. Elsewhere in this report, detailed recommendations are presented which propose substantial state aid for capital outlay and debt service as a part of the foundation program. State aid for capital outlay is desirable not only for the purpose of equalizing school plant facilities for the children of the state, but also in order to provide a broader tax base for the financing of school plant construction. For many years, the current operating expenses of schools have been shared by the state and the counties. State taxes are col-

lected from many sources other than ad valorem taxes. There is no logical reason why school buildings should be constructed exclusively from the proceeds of ad valorem taxes.

Adequate financing of school buildings in Florida, therefore, involves the following: (1) substantial state assistance for capital outlay and debt service expenditures; (2) the reorganization of special tax districts; (3) the sound planning of school plant construction programs.

SUMMARY OF RECOMMENDATIONS

1. *Before a satisfactory building program can be undertaken in most counties, present tax districts will need to be reorganized or eliminated.* Buildings should be located at logical centers designed to meet the needs of the population without any reference whatever to existing district boundaries.

2. *The requirement that spot maps be prepared and population studies be made should be a prerequisite for any construction.* School centers cannot safely be located by guess. A building is too expensive and too permanent to risk construction on the basis of superficial information.

3. *Plans for school centers and building construction should be developed on a county-wide basis.* Only when county-wide plans are developed can centers be properly located. Needs should then be projected in terms of urgency regardless of race or section of the country. The elementary school of average size should have at least a 10 acre site and the high school of average size should have at least a 15 acre site.

4. *More careful studies of the educational program to be developed to meet community needs should be undertaken before any building plans are prepared.* Frequently the first step taken toward a new building is to get an architect to draw up some plans. This is a mistake. The educational program to be housed should be worked out so plans can be drawn to meet the needs of that program. Architects' plans should then be carefully checked to be sure the building is properly planned in terms of the needs.

5. *A financial program should be worked out so every county, by careful planning, can have adequate buildings and equipment.* This

can be done only when capital outlay needs are included in the revised foundation program. To meet the anticipated needs over the next twenty years and permit counties to carry out some construction on a pay-as-you-go basis, \$400 per instruction unit should be included each year.

6. *Maintenance programs should be improved.* In many counties maintenance was being neglected even before the war. Poor maintenance is poor economy. Definite schedules and high standards of maintenance are necessary for efficiency and economy. Every school building, rather than just an occasional building, should be well maintained and attractive.

CHAPTER XII

PUBLIC SCHOOL TRANSPORTATION

Facts assembled in connection with this study show clearly that small schools and particularly small high schools, are both inefficient and costly. When schools large enough to do a good job at a reasonable cost are developed transportation becomes necessary in many areas. Approximately 113,000 pupils are now transported at public expense to the public schools of Florida as compared with approximately 8,000 in 1919-20. Public school transportation is now one of the major problems of school administration.

Florida is paying approximately \$2,200,000 per year for public school transportation. About three-fourths of the school bus chassis in the state are now county owned. For the school year 1943-44 the average cost per pupil transported in the state was \$18.77, as compared with \$8.66 in North Carolina and \$24.42, the national average. North Carolina has been able to establish this exceptionally low per pupil cost by a state plan for purchase of school buses and wide use of trained student school bus drivers.

School buses in Florida commonly have been purchased locally at retail prices and the use of students as school bus drivers has not been extensive. Only part of the Florida county boards of public instruction have taken advantage of possible savings by contracting for gasoline, motor oil, batteries, spark plugs and other items that could be purchased at a substantial saving by contract.

Public school pupils requiring transportation should be offered adequate, comfortable and safe transportation at the lowest cost possible. This requires good buses driven by trained drivers over well planned school bus routes; the purchase of new school buses, repair parts, gasoline, motor oil, and tires on a competitive bid basis, and a well organized program of preventive maintenance.

PUBLIC OWNERSHIP OF SCHOOL BUSES

A study of pupil transportation in the Southern States lists the advantages of public ownership and operation of school bus equipment as follows:¹

¹*Pupil Transportation for the Southern States*, Southern States Work-Conference, 1940.

1. Greater control over the type of equipment in use is possible.
2. Elimination of competitive bidding for bus routes permits a wider range of selection of bus drivers.
3. Ownership operation insures the opportunity for close and adequate supervision which should provide a guarantee of safety, comfort, convenience, repair, and maintenance.
4. The local school administrative unit may be more certain of the safety of its buses by insistence upon proper inspection, repair and maintenance.
5. Routes and schedules can be more easily adjusted to needs.
6. A wider use of buses is possible.
7. Studies furnish conclusive evidence that public school ownership is more economical than private contract. In some states, the cost is 50 per cent more to operate buses privately than publicly. There have been instances in which school boards have purchased buses for half the price paid by individuals for the same type bus. Some of the possible areas of saving under public school ownership are as follows: The profit normally earned by the contractor may be saved; the board may effect savings on both body and chassis through fleet purchases, through reduction of interest or carrying charges, through quantity purchases of gasoline, oil, tires, parts, and accessories, through elimination of federal taxes on buses, gasoline and oil. Possibilities for savings also exist through wise provision for centralized maintenance and repair."

The trend toward public ownership of school buses in the Southern States is given in the following table.

TABLE 1
TREND OF SCHOOL BUS OWNERSHIP²

Number of States	Region	Per Cent of Buses Owned By Schools 1941	Buses Purchased Jan. 1, 1942—July 31, 1945			
			Schools		Contractors	
			No.	Per Cent	No.	Per Cent
6	Southeast	66.2	3,260	89.2	393	10.8
7	Gulf Southwest	44.2	3,844	82.6	812	17.4

Florida school administrators have found the plan of public ownership operation basically sound and have moved rapidly in this direction as evidenced by the following table:

TABLE 2
PROGRESS IN PUBLIC OWNERSHIP OF SCHOOL BUSES IN FLORIDA

Year	1937-38		1945-46	
	Chassis	Body	Chassis	Body
County-owned	517	834	1,080	1,186
Privately-owned	910	593	354	248

²Hutchins, Dr. C. D. "School Ownership of Buses", *The Nation's Schools*, October, 1945, pp. 43-44.

During 1945-46, twenty-two counties owned and operated all school bus chassis. Only two counties in the state did not own any. Forty-three counties owned a part of the school bus chassis operated in the county. Fifteen of the forty-three counties contracted for from two to five chassis and eleven counties contracted for one each. Doubtless, the program of public ownership and operation would have been much nearer to fulfillment had the war not intervened.

It is recommended that the program for the purchase of public owned buses be completed as rapidly as possible. Counties that own only a part of their school bus equipment are not in a position to take full advantage of the county ownership plan of operation. Many of the 43 counties owning only part of the necessary school bus equipment are at a decided disadvantage for the number of units owned is not sufficient to justify setting up a shop and perfecting an organization for operation at minimum cost.

In 1937-38, 815 school buses in the state were equipped with all steel school bus bodies. In 1945-46, there were 1,315 school bus bodies of all steel design. It is evident that Florida's counties have made progress in providing transportation equipment designed for maximum safety for pupils riding buses to public schools.

PREVENTIVE MAINTENANCE

Preventive maintenance is imperative in school bus operation. It helps to prevent accidents and it saves money. Boards of public instruction should set the standard of excellence in maintaining public transportation equipment because nothing is more precious than a bus load of children. Unfortunately, as evidenced by the state of repair of many school buses, this is not recognized in many counties. Generally, the standards for maintenance of school buses must be raised. In considering the program of preventive maintenance, the essential difference between maintenance and repair should be understood. Maintenance is to keep in a state of efficiency, and repair is to restore to a sound state after damage or wear.

Boards of public instruction all too often operate a vehicle with a minimum of service or repair until it fails on the road, sometimes causing accidents and always interrupting transportation service.

This short-sighted policy sometimes costs lives or causes injuries and it always costs more money than a sound maintenance program.

There are two main reasons why this fundamental weakness is evident in the administration of many county public school transportation programs. First, many school administrators, because of lack of training or too many responsibilities, have given insufficient time to the supervision of transportation. Second, the purchase of bus equipment, the provision of maintenance service, the routing of buses and the employment of drivers have frequently been involved in political bickering and patronage. There is no place for politics in school transportation or in any other part of the educational program.

Of 25 buses which were inspected in one county during May of 1946, 17 needed some repairs to the seats; 6 needed window glasses replaced; 18 had emergency doors which could not be opened by adults; 2 had stop arms which did not work; 5 had broken tie bolts; and 4 had horns which did not work; on 8 of the 25, the brakes needed adjusting; 10 had loose drag links; 7 had tie rod ends needing replacement. This made a total of 77 important repair items for 25 buses. These buses were operating in a county that had a garage for maintenance of school buses but did not have proper organization or facilities.

School buses repaired in commercial garages are frequently in even a worse state of repair. Of 8 buses inspected by a representative of the State Department of Education after each had been repaired in a commercial garage, and on the day they were to be carried out by the drivers, prior to opening of the schools in September, 1946, 123 items were listed as needing correcting.

It is recommended that counties operating 10 or more county-owned school buses construct a garage and employ a maintenance man. The employee or employees should be alert and aggressive and have an interest in the job beyond its completion. An employee who knows when doing the job that if the job does not last it is his to do over again has an incentive to do a better job.

Counties operating less than 10 buses should consider employment of a driver mechanic for minor repairs and inspections, and contract with local garage for major repairs.

The State Department of Education should furnish upon re-

quest basic plans for school bus garages and suggested list of shop equipment.

SUPERVISION OF TRANSPORTATION

The county board of public instruction, under Florida Statutes, is a policy-making body and the county superintendent of public instruction is the administrator of the public school programs, under the broad policies adopted by the board. Surveys of county school systems, however, have revealed instances where members of the county boards of public instruction were active in administration of the transportation program. In a few cases, board members gave special attention to transportation problems within their own elective district. Some of this dual administration is doubtless based upon a misconception of responsibilities, but basically, it is unsound and unbusinesslike. No program can be equitable or economically administered in this manner and confusion over policies and dissatisfaction is the result.

The public school transportation program is one that responds readily to application of business-like principles. A few pennies saved here and there are dollars saved in a short time. When school buses do not give uninterrupted service, the entire school program suffers not only through loss of average daily attendance but a single load of children may disrupt an entire school program when it arrives at school behind schedule.

Public school transportation is being recognized more and more as a specialized operation. Shifting of a single bus route may involve many factors and influence the operation of other buses. The type of buses purchased as to seating capacity, horsepower, capacity of tires and other construction standards have a bearing on the economy and safety of operation. Purchasing of supplies and parts and accounting for these purchases are important. A cooperative working relationship must be maintained with parents, children, teachers, administrators, mechanics, and business representatives.

Many county superintendents, with large fleets of buses, have delegated these responsibilities to a supervisor of transportation. This program is endorsed and encouraged. Generally, a fleet of 30 county-owned buses would warrant the employment of a full-

time supervisor for the transportation program, although there are special cases, where because of heavy loads, complicated routing of buses, and the number of pupils transported a supervisor would be warranted for less than 30 buses. In most all counties with less than 30 buses, it is possible to assign this supervisor extra duties such as building maintenance.

STEPS TO ECONOMY

Transportation is a necessary service in a modern, consolidated school system but it is not an end in itself. Expenditures for transportation that do not meet this criterion are difficult to justify.

Economies in Purchasing

School buses in North Carolina are operated under a state ownership plan of operation. By making purchases through a central agency, and use of students as school bus drivers, North Carolina has established a record for the lowest cost per child transported in the nation. Other states, among which are Alabama, have proved that low initial cost is possible through planned cooperative fleet purchases. During 1940-41, several counties in Alabama purchased approximately 1,000 school buses with 195 inch wheelbase, 1½ ton chassis and 48 capacity all steel bodies for \$1,188.84 to \$1,250.³ That year Florida counties paid considerably more for the same type of buses. Fleet sales of school bus chassis were discontinued by the respective manufacturers with the start of the war, but it is anticipated that the plan will be resumed when production warrants.

The necessary machinery to enable Florida county boards of public instruction to take full advantage of possible savings through state-wide pooling of needs should be set in motion.

Alabama has a plan whereby all local government agencies may buy any items needed through a central purchasing agency. The state purchasing agency awards a contract annually for the purchase of numerous items needed for repairing school buses as parts, tires, spark plugs, batteries, and recapping services. High uniform quality is assured since purchases are made only from rigid specifications based upon scientific data available and quality checked by laboratories and facilities of the state. This plan of purchase is strictly

³*Pupil Transportation for the Southern States*, Southern States Work-Conference, 1940, pp. 58-61.

optional with the local boards. However, a large percentage of the educational needs are purchased locally at lower prices for the reason that vendors know the service is available and that counties can and will take advantage of it.

One county board during 1945-46 purchased gasoline for school buses owned by the board for 19 to 22 cents per gallon. This year, when bids were taken, this county was able to buy gasoline comparable to that purchased last year for $16\frac{3}{4}$ cents per gallon, delivered to the schools. The contracting company furnished and installed underground tanks at designated schools for storage of gasoline to meet the requirements of the county. This county is now buying premium motor oil on an annual contract for 63 cents per gallon as compared to \$1.40 per gallon paid last year.

Tires are another item on which a substantial saving can be made by purchases on an annual contract basis. During the past year some Florida boards of public instruction have paid as high as \$52.90 for a size 7.00-20-10 ply rayon tire whereas the Florida State Road Department paid only \$33.76 for the same tire.

Additional Duties for School Bus Drivers

The school bus driver who drives a bus to school either county-owned, or privately-owned and remains at school or otherwise unemployed in small communities during the school day poses a problem for school administrators everywhere. Authorities apparently are in agreement that extended periods of this idleness whether enforced or elective, does nothing to raise the qualifications or standards of this group of employees; in fact, some school authorities have advanced the idea that some school bus drivers that remain idle during school hours become indifferent and less cooperative after a period of time.

School bus drivers frequently advance the idea that the job of driving a school bus does not pay a living wage. On the other hand, the teachers compare the hours of employment and training required and point out inconsistencies in salary schedules.

Many school administrators have attempted to solve this problem, some very satisfactorily, by increasing the hours of employment of school bus drivers. The principal ways in which school administrators have increased the hours of employment of school bus drivers

have been to: (1) stagger the opening hours of the school when more than one school is served by a bus; (2) to provide work at the school for the drivers during school hours and (3) to encourage drivers to find part-time employment with local business or industrial establishments.

The plan of staggered school hours is not practical except perhaps in densely populated areas where large numbers of children are handled by one bus and the mileage is comparatively short. The plan usually results in extra miles driven by school buses and is difficult to administer without making the schools subservient to the transportation program when the opposite should be true.

The second plan of providing drivers with work on school sponsored projects has a more practical application, is more widely used, and is recommended to Florida school administrators. Among the most practical assignments for school bus drivers during the school hours are: work on school grounds; work in the school lunch room; dispensing gasoline and motor oil to school buses; assisting with repair and inspection of school buses; custodial duties at the school; school office assistant; cleaning and maintenance of buildings; and assisting with new construction.

The chief complaints against this plan of using school bus drivers seem to result from inadequate planning and supervision. Some school authorities have frequently relied heavily upon school principals to provide all supervision. When assignments of extra work for school bus drivers have been made without a planned program of work, it is likely to cause dissatisfaction.

Some counties in Florida now pay school bus drivers on a monthly basis for part-time work, a salary so near to the beginning salary of teachers, that a careful review should be made of salaries in terms of training, hours of employment and over-all contribution to the school program. If boards of public instruction plan worthwhile, full-time employment for bus drivers, a living wage should be paid such drivers. On the other hand, it is hardly justifiable to pay a full-time wage to a driver actually working only about two to three hours per day. The possibility of using pupil drivers is discussed later in this chapter.

Establishing Proper Attendance Areas

That the one-room elementary school is definitely on the decline in Florida is evidenced by the following table:

TABLE 3
ONE-ROOM ELEMENTARY SCHOOLS

Year	1937-38	1944-45
White	233	140
Negro	499	406

This decline must be a product of the desire, shared by parents and school administrators, to offer the rural youth of the state an opportunity to live at home and enjoy the advantages of the larger school. This trend is also reflected in the increase in per cent of pupils transported.

Section 227.13 of the Florida Statutes defines the attendance area of a school as follows: "An attendance area is the area from which pupils are designated to attend a given school; that is, the territory served by that school." Section 234.10 provides that: "District lines shall not interfere with the routing of any school bus." The Legislature has therefore provided for a broad organization of school bus routes without reference to district or county lines.

The American Association of School Administrators lists the following as basic reasons for this broad organization:

"The old school district boundaries are being crossed every day by those seeking stores, shops, garages, churches, medical service, and entertainment. While communities were reshaping and extending their horizons, the school district boundaries remained almost static."⁴

Even though the Legislature has provided a broad base for the organization of schools in Florida, affording an opportunity to use geographical boundaries and normal breaks in the population as boundaries in attendance areas, there are many who still think of school attendance areas only in terms of the outmoded district lines.

Unfortunately, as the public school transportation program developed many school administrators burdened with what seemed to be more pressing problems did not have time to develop sound policies for the rapidly expanding program. Farsighted progressive communities, or even family groups, in the early days, organized transportation to what was then perhaps the only high school in the

⁴*Schools in Small Communities*, American Association of School Administrators, 1939, Sixteenth Street, N. W., Washington, D. C.

county; later, as neighboring districts developed senior high schools nearer by, the children did not want to change and parents often yielding to community rivalry insisted that no change be made. This has resulted in children often being transported longer distances than necessary to reach a school in which their grades are taught. As plans are projected for the future of the state educational program, and studies of spot maps are made to determine logical school centers, every effort should be made to reorganize transportation routes on a more equitable and more economical basis.

WALKING DISTANCE FOR PUBLIC SCHOOL PUPILS

Objective data upon which to base a recommendation for the distance that a child should be required to walk to a school or bus line are not available. At the present time in Florida, no state funds are available for the transportation of pupils who live less than 2 miles from school. The child welfare chapter of the School Code specifies that a normal child from 6 to 10 years of age when compelled to walk more than 3 miles to a school or bus line, shall not be required to attend school.⁵ The Florida Statute establishing the distance exemption for compulsory attendance of children dates back to 1919 at which time the respective distances established were two miles for any child that was from 7 to 9 years of age and from 10 to 16 years of age, three miles.⁶ During 1919-20, when the law was passed, however, only 5.03 per cent of the white children were transported.

The average daily attendance of pupils should and does cause Florida school administrators much concern. For the year 1944-46, the A. D. A. was 81.4 per cent of the enrollment for both races. This figure should be raised. Dr. C. D. Hutchins in his article, "The Urgent Need for More School Buses" observed that:

"Transported pupils attend school more regularly than others. More of the children in rural areas should be transported to school. Observance of the two-mile limit started in wartime conservation policies, has emphasized the reasonableness of providing service for some children within two miles of school, under normal conditions. Laws of 12 states authorize school transportation service for children residing 1 mile or 1½ miles from school and in several other states, such service would not be illegal since it is discretionary matter with the boards of education."⁷

⁵*Florida School Laws*, Chapter 232, Section 232.06, 1946.

⁶*General Laws*, State of Florida, Vol. I, 1919, Chapter 7808, p. 60.

⁷Hutchins, C. D., *The Nation's Schools*, October, 1946, p. 41-43.

Superintendents of public instruction report a growing demand for transportation for children living within 2 miles of school. It is recommended that careful consideration be given the possibility of reducing the walking limit of pupils from 2 miles to $1\frac{1}{2}$ miles. If that is done apportionment of funds to counties for transportation would be based on all transported pupils who live $1\frac{1}{2}$ miles or more from the school to which they are assigned.

TRANSPORTATION PERSONNEL TRAINING

The importance of a school bus driver in the educational program of the present day consolidated schools cannot be overemphasized. The school bus driver is a teacher by precept and example. The responsibility for the safety of the children who are transported in school buses should not be left in the hands of uninterested and untrained drivers.

The bulletin "School Bus Drivers, Current Practices in Selection and Training" of the United States Office of Education further emphasizes the importance of school bus drivers in the following paragraph.

"The school bus driver is the most important single factor in achieving safety, economy, and efficiency in pupil transportation. Plans involving every other factor may be carefully formulated, but unless a competent bus driver is selected and given certain training much of this planning may come to naught. A school bus may be constructed according to rigid specifications which were designed to insure safety but it can be wrecked by a careless driver and children may be injured or killed in the wreck. A carefully planned program for the maintenance of the bus fleet may be set up, but maximum efficiency will not be achieved unless a trained driver is carrying his part of the responsibility for the program. Even the most carefully planned bus schedule will serve no useful purpose if the driver makes no attempt to operate on this schedule. The smooth operation of the machinery set up for transporting pupils can be achieved only when a carefully selected and well-trained driver is one of the cogs in the machine."⁸

Ninety-eight per cent of the pupils enrolled in the secondary schools of the nation expect to drive a motor vehicle within the next three years. Transported students prior to learning to drive, spend much time in a school bus during which time they have an opportunity to observe highway practices of the school bus driver. In

⁸*School Bus Drivers, Current Practices in Selection and Training*, Pamphlet 100, United States Office of Education, Government Printing Office, 1946, p. 2.

this manner, the school bus driver may influence the driving habits of future motor vehicle drivers for many years.

Meadows, in "Safety and Economy in School Bus Transportation," emphasized the growing need for school bus driver training in the following statement:

"At the beginning of school bus transportation, drivers were left largely to their own resources in learning to drive the school bus. They had little or no access to information regarding either the school bus mechanism or the problems involved in driving and in management of pupils. They learned by first-hand experience, regardless of the cost of such experience. However, in the early days, the flow of traffic was much lighter in rural areas than it is now, the roads were not constructed so as to afford very high speed, and motor vehicles were powered and geared to lower speeds than they are today. It seems unreasonable to expect the continuation of the old method of trial and error on the part of the school bus driver to be successful under present day conditions."⁹

During pre-war years, the Florida Statutes established 21 years as a minimum age for issuance of a chauffeur's license, which is a prerequisite for school bus drivers. With the start of the war, the younger and more alert men went into the service or sought the more highly paid jobs at war plants. This left only a limited number of middle age or older group from which to select school bus drivers. To ease the problem of employment of school bus drivers, the 1943 Legislature amended Section 3, Chapter 21989, authorizing the State Board of Education to set up regulations under which students 16 to 21 years of age might be permitted to drive a school bus in accordance with regulations of the State Board of Education.

The successful use of mature and trained students as school bus drivers under this provision has convinced many school administrators of the desirability of their continued use. The chief arguments in favor of student drivers are:

1. The student is directly under the supervision of the school principal and for this reason the school has a better opportunity for direct supervision and control of the transportation problem.
2. Student bus drivers can be secured at a lower cost than adults.
3. Student drivers eliminate the problem of what to do with bus drivers during school hours.
4. The student is given valuable training that may prove of value vocationally.
5. The student responds more quickly in an emergency and this alertness may prevent accidents.

⁹Meadows, A. R. *Safety and Economy in School Bus Transportation*, Wetumpka Printing Co., Wetumpka, Alabama, 1940, p. 132-133.

The State of North Carolina operates 4,900 vehicles in school bus service, all of which are state-owned, and the majority of which are driven by students.

Helms in the November issue of *School Management* observed that:

"The excellent safety record of North Carolina's 4,900 state-owned school buses is due in great part to the state's system of instruction of its drivers."¹⁰

All school administrators with experience in the use of student drivers are in accord that driver training is one of the keys to the success of the program. The program of training drivers in North Carolina teaches many that never drive school buses, and all are taught driver responsibility and safe driving habits. This serves to keep a large percentage of high school students alert as to their responsibilities in a motorized world.

The trained student school bus driver who has performed the job satisfactorily and who has recommendations from superintendent, principal, and teachers, can enter the field of professional driving and with additional training be fitted for what is today a well-paying vocation. This would be an added inducement to other student drivers. It is recommended that Florida school administrators encourage the use of select mature student drivers with proper training for school bus drivers, and that commercial operators be made aware of this training program.

School bus maintenance employees share with the school bus driver the responsibility for the safe transportation of the nation's most valuable cargo. These employees must work in close cooperation in this important program for it must be recognized that neither of these groups can function with maximum efficiency without the full cooperation of the other. The selection and training of maintenance personnel requires the utmost care of school administrators. The war helped to emphasize the fact that motor vehicles will give excellent service for a period of years when they are properly maintained. On the whole, the program for training of maintenance employees has been pioneered by the nation's commercial fleet operators. That Florida children deserve maximum safety while being transported on school buses is without question, but it must be recognized that boards of public instruction could not compete with

¹⁰Helms, Z. E., "Driver Training is Reason for the Splendid Bus Safety Record," *School Management*, November, 1946.

commercial companies in the employment of personnel that have been trained in these respective fields. Training which the schools could give would reduce the training period required of commercial company employees to a minimum. School administrators, therefore, should explore the possibilities of training both drivers and maintenance employees.

There are counties in the state where school bus drivers are seldom or never called together for instruction and review as to duties and responsibilities. Many school bus drivers have been permitted to continue through indefinite periods of employment without knowing exactly to whom to report specific problems and exactly what the line of authority is in the administration of the school program.

No instructional program for the general improvement of the transportation program would be complete unless a program for the training of children is included. Children have a responsibility for the efficient and safe operation of school buses at every consolidated school. Children should be brought together at intervals either with the principal or faculty sponsor, and should be taught their responsibility toward transportation. Children enrolled in secondary grades should be taught responsibility for the safety of the small children enrolled in the primary grades.

School bus transportation as pointed out elsewhere in this chapter, should be considered as a functional part of every school program. The possibility of using the tools at hand in the training of youth has been overlooked in many areas. Not only does the school transportation program provide an opportunity for training for living in a motorized world, but by wise use of school buses for field trips, the school program can be enriched. All extra curricular activities however should be planned upon the same high standards of discipline and safety as apply to normal school bus operation.

SUMMARY OF RECOMMENDATIONS

1. *The trend toward public ownership and operation of buses should be encouraged.* Properly administered public ownership is more economical and efficient in most situations than any other plan. A good program must be worked out, however, if the advantages of public ownership are to be realized.

2. *The maintenance program should be improved in many coun-*

ties. In counties with less than 10 buses, maintenance should be provided by a driver mechanic; in counties with more than 10 buses there should be a central maintenance shop; in counties with over 30 buses there should also be a transportation supervisor.

3. *Plans should be developed for obtaining the savings available from fleet prices on buses and wholesale prices on equipment and supplies.* Either purchase orders should be pooled, with the State Department of Education acting as purchasing agent, or the state should obtain bids, and purchases should be made on the basis of those bids. Substantial savings can be effected if either procedure is followed.

4. *Careful consideration should be given to the possibility of using properly selected and mature high school students as drivers.* The driver's salary is a major item of transportation cost for a service which requires only two or three hours a day. Where high school students are not available as drivers some plan should be worked out, if possible, to use advantageously a larger proportion of the driver's time for other school purposes.

5. *Adequate training programs should be developed for transportation personnel and especially for drivers.* The driver has a grave responsibility and should be well trained for his job. He should be required to observe rigidly all safety regulations.

6. *Additional transportation should be provided when needed to facilitate consolidation of existing small schools.* More transportation will be needed during coming years to facilitate organization of adequate Negro school centers and to make possible the elimination of existing small non-isolated high schools. Consideration should also be given to reducing the walking distance required to 1½ miles.

7. *Transportation should be organized and provided as a needed service for the educational program.* Routing should be carefully planned to avoid going to every doorstep and to eliminate excessively long routes which require pupils to leave home too early or arrive home too late. It should be adapted to the educational program rather than the reverse. District and county lines should not be permitted to interfere with proper organization of routes.

CHAPTER XIII

INSTRUCTIONAL MATERIALS AND OTHER SUPPLIES

INSTRUCTIONAL SUPPLIES

The effectiveness of any instructional program is greatly influenced by the instructional materials or learning tools available to the teachers and the students. Modern teaching methods require that school personnel have access to a wide variety of materials, including textbooks, supplementary or "library" books, magazines, newspapers, pamphlets, maps, pictures, films, filmstrips, recordings, radio and other audio-visual aids. Last year less than 9 cents per pupil in average daily attendance was spent for library expense by the average public school of Florida. The recommended expenditure is at least \$1 per pupil. The average Florida school spent about 89 cents per pupil for teaching supplies other than books. The national annual cost of teaching supplies is about \$2.25 per pupil.

The experience of the armed forces during the recent war shows clearly the value of an adequate supply and appropriate use of instructional materials. The schools of Florida have scarcely begun to become acquainted with and make use of some of the newer materials. There are still some counties in the state where there is hardly a school equipped to handle audio-visual materials and hardly a teacher trained to make proper use of these materials. Schools which attempt to teach merely by using the textbooks and perhaps a few workbooks are literally still in the ox-cart days as far as education is concerned.

An adequate program for materials of instruction in Florida schools would involve (1) regular budgetary provision to insure an adequate supply of materials for every school, (2) cooperative planning by faculty and students in selecting suitable and worthwhile materials for implementing the program of studies, (3) suitable quarters for housing and caring for these materials and for promoting their use, (4) trained personnel to organize, care for, and promote the best use of instructional materials.

The citizens of Florida generally recognize that the schools have been handicapped by inadequate teaching supplies. By more than

20 to 1 the question "Should the schools make wider use of and have more instructional materials such as moving pictures, radio, slides, maps and charts?" was answered in the affirmative.

In visiting the schools the consultants found the instructional supplies in the schools of a few of the more wealthy counties reasonably adequate. In other counties there was hardly a school with even a minimum of desirable materials. Many schools had practically nothing—not even up-to-date maps. It is easy to understand why the records show there is little effective teaching in such situations.

TEXTBOOKS

In general, the present program for provision and administration of the state textbook program seems adequate. The chief difficulty lies in the fact that the over-all appropriation for textbooks and library books is inadequate. This is due to the fact that while a specified amount was appropriated for this service for the biennium, there have been increases in school population and in book costs in these years and these additional costs are not reflected in an increased amount for additional needs. The total appropriation for textbooks and library materials should be increased about \$300,000 annually in order to supply the needed materials. This appropriation should be available for providing textbooks, library books and audio-visual aids. Moreover, since enrollment may increase materially during a biennium, an appropriation of an amount per pupil which would be large enough to include more adequate funds for library books would have some advantages.

The following statements give a brief summary of the textbook program in Florida:

1. Textbooks are purchased under laws which provide for state-wide adoption and for distribution of books to all grades of the public school system.
2. Books on the state adopted list are kept under continuing appraisal by the State Courses of Study Committee and the needs for changes are assessed and made a matter of record and report to the State Superintendent.
3. If the State Superintendent concurs in the committee recommendation for changes and the State Board of Education approves, the entire publishing industry is circularized with a description of needs and each publisher is invited to submit any books which can meet the State Board specifications for content and binding.
4. When books have been submitted they are appraised by a pro-

fessional rating committee which represents the several educational levels in the state system and the specialized subject fields under consideration in the adoption.

5. The State Textbook Purchasing Board (Governor and cabinet) selects the books to be adopted from listings which are prepared by the rating committee; only books which have been rated as suitable and desirable may be considered for adoption by the State Board.

6. After selection of books by the Board contracts are made for a period of three years and thereafter there is an annual option on the part of the state and the publisher to cancel; contract prices are fixed by competitive bid and by legislation which provides that the publisher may not charge a higher price f.o.b. the Florida depository of the publisher than the lowest price for which he sells such books in wholesale quantities anywhere else in the United States, including his own warehouses.

7. The textbook program is financed by a biennial legislative appropriation. From the appropriation an annual textbook allocation is made to each county system in the state; each county allocation is prepared upon a uniform basis from tables of cost and enrollment in each grade; the allocation, or equity in the appropriation, except in emergencies marks the ceiling amount which a county system may use for book requisition during the school year. Usually the county superintendent makes a similar allocation to the schools of his system.

8. Requisitions for books, within allocation limitations, are submitted to the county superintendent by the school principals. Requisitions for the county school system are then submitted to the State Department of Education by each county superintendent for the schools of his system. The books so requisitioned are delivered from a central publisher's depository to each of the county systems upon order from the state.

9. State laws require and state and local administrative and instructional personnel implement and encourage a program of book accounting, conservation and care; every effort is made to safeguard and protect the books which have been provided for Florida youth.

The prices of books are considerably higher than they were prior to and during the war years. This fact was reflected sharply in the 1946 adoption; every book placed under contract at that time was priced at a higher figure than was the book which it replaced. The range of increase was from 2.5 per cent to 87.5 per cent with the average increase approximately 33 1-3 per cent.

In 1943 the State Auditing Department made a nation-wide study of the annual average costs of textbooks over a seven year period. The three states which were considered as most comparable to Florida were Georgia, Louisiana, and Texas. The combined average annual expenditures of these three states for textbooks were below the national average but appreciably higher than those for Florida. These pre-war per capita costs based on expenditures from July 1,

1937 to June 30, 1942, according to the audit report, were as follows:

	Average Annual Enrollment	Average Annual Expenditures	Average Annual per Pupil Cost
Georgia	782,171	\$1,197,342.93	\$1.53
Louisiana	525,282	850,737.15	1.62
Texas	1,337,933	1,896,485.69	1.42
Florida	398,490	373,204.87	.94

Florida's low per capita cost was attributed chiefly to three factors: (1) deficiencies occasioned by a gubernatorial veto of a biennial general revenue appropriation; (2) a state-wide campaign to locate, collect and redistribute books which were purchased in prior years; and (3) good management under permissive law and regulation.

LIBRARY SERVICES

There seem to be four major obstacles to the provision of adequate library services in Florida schools: These are:

1. Lack of trained librarians and of teachers, supervisors, and administrators trained in library usage. The Placement Bureau at Florida State College for Women reported last year that more than 100 requests for qualified librarians were made to that office which were not met. This shortage is apparent for both white and Negro schools and is a national as well as a state-wide problem.

2. Lack of financial provision for the services of a qualified librarian for every Florida school. The present number of administrative and special service units included in the state program is insufficient to provide the needed number of librarians. It is essential that all schools have access to the services of trained school librarians. This provision would contribute to more efficient and economical handling and care of materials, as well as to promoting their effective use in the educational program.

3. Lack of adequate budgetary provision for instructional materials. Reference to national and regional standards for provision of library service gives some indication of what other states consider as adequate. The American Library Association recommends a minimum annual expenditure for elementary and secondary school library service of \$1.50 per pupil, providing only for books and other printed material. The new standards for the Southern Association of Colleges and Secondary Schools require \$1.25 per pupil yearly for provision of books. Audio-visual materials, such as recordings, maps, charts, globes, films, and film-strips, require additional expenditures. Michigan is currently requesting an expenditure of \$1.50 per pupil exclusively for audio-visual aids.

Projected against such standards, the Florida program for provision of library materials seems pitifully inadequate. Records in the office of the Textbook-Library Service reveal that over the past five years, Florida schools have averaged spending less than 25c per pupil for library books, including local and state expenditures. Many schools do not have anything which can properly be called a library. Even

in rural communities there seems to be little of the community service concept regarding school libraries.

4. Lack of adequate quarters for housing and using textbook-library materials. Many of Florida's school buildings were constructed years ago, before the present concept of centralized library service existed. In these buildings there is often no space for library service or for proper care and storage of textbooks. A worthwhile program of library service requires ample space for housing all types of instructional materials, for teacher-pupil use of them, and for tables, chairs, shelving, and other necessary equipment.

The American Library Association recommends the following quantitative standards for school libraries¹:

Personnel: One full-time librarian with college library training to serve up to 500 pupils and one for each additional 500 pupils. One clerical assistant to serve up to 1,000 pupils and one for each additional 1,000 pupils.

Collection: Books, periodicals, information file, and audio-visual materials organized for service.

Library Quarters: Reading room, workroom, and storage as minimum, with conference room recommended.

The solution of these problems will require the following:

1. A more liberal state allotment of administrative and special service units.
2. The development of adequate programs by a state institution of higher learning for the training of librarians.
3. Budgetary provision by boards of public instruction of at least \$1.00 per pupil and as soon as feasible \$2.00 per pupil to be expended for library books and supplies.
4. The provision of adequate and suitable space for library facilities.

SUPPLIES AND SUPPLY MANAGEMENT

In addition to supplies which are directly related to the teaching program every school needs a variety of other supplies: brooms, cleaning compounds, paper towels, fuel and so on. The procedure for purchasing many of these supplies has been haphazard. Some counties purchases have been made at retail by trustees, principals and even individual county board members. On the other hand several counties, in spite of uncertainties in the laws, have set up a procedures involving, in particular, custodial supplies. In many of the supply concerns have been far from ethical in their sales

¹Appendix A, *School Libraries for Today and Tomorrow*, Chicago, American Library Association, 1945.

plan for county-wide purchases on the basis of specifications at substantial savings.

School authorities recognize that the educational program may be handicapped or benefited by the quantity, quality and adequacy of the supplies and equipment. Supplies are tools and are just as essential to a good school situation as good tools are essential for a mechanic to do a good repair job on an automobile.

Supplies are of increasing importance in manual, domestic and industrial arts, in school libraries, and in laboratories for the social and physical science on the secondary level, and in subject matter areas for elementary school instruction. Custodial supplies are also essential to good housekeeping in a modern school plant. School officials have accordingly placed greater emphasis on school supplies to meet changing needs in their curricula and physical plants.

The amount appropriated and spent for supplies represents in Florida an insignificant percentage of the total annual budget. This has been due largely to inadequate resources rather than to the lack of the need for supplies. As finances become more adequate more supplies can and will be purchased.

The supply needs of a school will vary according to its size and the type of program. The needs should be determined cooperatively on the basis of definite procedures such as: Is the article suited to the function it is expected to perform? Is the article essential? Is the cost reasonable? What supplies are on hand? What supplies were used during the current school year? What is likely to be the new enrollment in the various courses? An adequate inventory record is essential.

Each school will require a somewhat different supply list according to its organization, location, storage facilities and the abilities of the teachers and custodians. Many standard lists are available and are useful. Lists for each different course and school employee are also desirable. Over a period of years schools can formulate their own lists. Entirely too often supply needs are based on guess estimates.

After school supply needs have been determined, adequate budgetary plans must be made for their provisions. This responsibility rests largely on the county superintendent. Without guidance from the superintendent and other school officials, district trustees are not likely to recommend a school millage large enough to warrant adequate purchases. Frequently most of the other school needs are met, and then if any funds are left they are used for the purchase of supplies or the school does without essential needs for the next biennium.

In 1944, according to the Biennial Report of the State Superintendent of Public Instruction, 738 special tax school districts levied a district school millage for the support and maintenance of the public schools. Often supplies are largely purchased from district funds. Such a plan does not encourage good purchase procedures since many districts are small and therefore have a small amount of money to be expended for supplies. In many of the small rural districts, principals, trustees, teachers and even custodians purchase supplies without much forethought or judgment as to quality and with little regard for proper purchase procedures. This tends to lead to inefficiency and a lack of proper supplies.

School supplies should be purchased through one central authority on a county-wide basis, and so far as possible on written specifications on the basis of sealed bids for an annual supply. This cannot be accomplished where there are many districts with many trustees who are not familiar with school needs and with little knowledge of adequate accounting procedures. The State Department of Education should be sufficiently staffed to help guide county officials in the development of minimum specifications for school supplies.

Good supply management involves county-wide procurement of supplies based on a summary of the entire needs for the county. They should be purchased at a time when vendors are not swamped with orders. Such a time would normally be in the early part of the calendar year.

When the citizens of Florida were asked whether school supplies should be bought by each school from local stores at retail prices, or bought by the county at wholesale prices, they favored the county wholesale purchase plan by more than 20 to 1. Good business administration and supply management requires a sound organization for best results. If the system is large enough to have a business manager he should be responsible to the county superintendent and through him to the county board. The business organization should never be such that it can determine or dictate educational policies. Supplies must meet the needs of the schools rather than attempting to adjust the school program to the supplies purchased without reference to the educational need as has been done in some instances.

Supplies should be purchased after the county officials have made sure that all supply requisitions are adequate, that each school

has accounted for all essential items, that the requisitions have been compared with the budget, that the requisitions state clearly the time for delivery as well as the place and to whom the supplies are to be shipped.

All supply purchases should be based on specifications prepared cooperatively by the county and the various personnel who are to make use of the supplies. Full directions should be sent to prospective vendors including legal requirements, rights for inspection of goods, annulment, bid bond, packaging requirements, shipping instructions, and payment of accounts.

The State Department of Education published a handbook on "School Supply Management" in 1941. This handbook contains many excellent suggestions. It is recommended that local school authorities study carefully those recommendations and put them into operation as soon as possible.

SUMMARY OF RECOMMENDATIONS

1. *Every county should include in its annual budget a sum at least equivalent to \$1.00 per pupil for library and audio-visual materials.* This should be possible under the proposed foundation program plan. To assure proper materials the plan for selection and purchase will need to be carefully worked out. As soon as possible the amount should be increased to \$2.00 per pupil.

2. *Each county school system should see that the essential instructional materials are provided for and made available to every school.* In addition to textbooks, library books and school museums these materials should include at least the following: up-to-date maps and globes, a slide making kit and educational slides, 16 millimeter educational films, 35 millimeter film strips, educational recordings, equipment for using audio-visual aids and instructional material for training personnel. Provision should also be made for preparing and using appropriate radio materials. A state-wide frequency modulation plan for school use is particularly important.

3. *A system of allocations should be worked out to assure adequate supplies for every school.* Unless allocations are made and a requisition system used, some schools may be extravagant while others may be neglected.

4. *A plan should be developed for training principals and teachers in every county in how to use available instructional materials most advantageously.* Proper use of these materials is essential for satisfactory results. Such use can be assured only when a definite training program has been worked out.

5. *Better storage facilities should be provided in many schools and county offices.* In a number of counties materials now available have not been properly cared for or used largely because of inadequate storage facilities or working space. Such materials are too costly to neglect. Adequate library space for books and for use of teachers and pupils, book rooms and storage space for all other materials are essential.

6. *The school library facilities should be planned for year-round use under the supervision of trained library personnel.* School libraries should be related to and used for the entire educational program of the child rather than just for the academic phases of the program. Moreover, in small communities in particular they should serve the entire community year-round.

7. *Plans should be developed in every county for purchase of supplies through the county office on the basis of competitive bids.* Substantial savings are now being effected in a number of counties which are following this procedure. Special provisions are made for emergencies so that no school will be handicapped. Consideration might also be given to voluntary state-wide pooling of purchases to obtain maximum savings for each school system.

8. *More attention should be given to the preparation of adequate specifications to be used in making purchases.* Specifications properly prepared and used will afford a safeguard against inferior products. The State Department should assist in preparing needed specifications.

9. *Purchases should be based on instructional needs rather than on minimum cost regardless of needs.* Many times the cheapest product is not the one best suited to the needs of the schools.

CHAPTER XIV

FINANCING THE PUBLIC SCHOOLS

Previous chapters have been devoted to an analysis of the facilities, services and programs of the public schools. Many needs and shortcomings and some good features were pointed out. The evidence shows clearly that (1) in general the educational program is most inadequate in counties where funds have been most limited and is best in counties which have had more adequate funds, (2) there are deviations from this general trend which apparently are due largely to local efficiencies and inefficiencies in organization and operation of schools, and (3) the average for the state on most items is below the national average in about the same proportion as the Florida expenditure for schools has been below the average expenditure for the nation.

In this chapter major attention will appropriately be given to (1) an analysis of receipts and expenditures for the schools of Florida, (2) an estimate of the costs involved in providing the services and facilities found to be necessary for satisfactory schools, and (3) a recommended plan for financing the program which is proposed.

ANALYSIS OF EXPENDITURES

Gross Expenditures. The gross expenditures from all funds for public schools in Florida increased from \$18,899,233 in 1934-35 to \$41,523,439 in 1945-46. These gross figures, however, must be analyzed to be understood as they include money spent from bond sales as well as from current taxes. A more significant figure is the amount devoted to current expense which does not include capital outlay and debt service. This expenditure increased from \$13,004,345 in 1934-35 to \$34,140,450 in 1945-46. Even this figure, however, should be further broken down to be understood.

Current Expense Per Pupil. Table 1 shows the trend in expenditures per pupil in average daily attendance in Florida for instructional salaries and for total current expenses. It will be noted that the expenditure for instruction per white child was more than three times the expenditure per Negro child in 1930, whereas in 1945 it was not quite twice as great. This is one measure of the effort and progress of the state in equalizing educational opportunity between

tenths of the national average and about one-half of the average salaries paid in California as shown by the following table. For a number of years the average salaries for Negroes were only about 50 per cent of the average salaries for white. The ratio is now about 70 per cent.

TABLE 3

TRENDS IN AVERAGE ANNUAL SALARIES OF INSTRUCTIONAL STAFF (TEACHERS, PRINCIPALS AND SUPERVISORS) FOR FLORIDA AND NATION

Year	Florida		White and Negro	U. S. Average	California Average
	White	Negro			
1925-36	\$ 948	\$ 390	\$ 846	\$1,277	\$1,905
1929-30	1,064	427	927	1,420	2,123
1933-34	857	413	753	1,227	1,899
1937-38	1,136	573	1,003	1,374	2,201
1939-40	1,148	585	1,012	1,441	2,351
1941-42	1,282	671	1,130	1,507	2,450*
1943-44	1,530	970	1,390	1,728	2,616
1945-46	1,866	1,268	1,719	2,000*	Not available

*Estimated

Transportation. Expenditures for transportation were \$1,048,583 in 1930-31, \$1,674,893 in 1940-41 and \$2,582,675 in 1945-46. The cost of transportation was \$19.23 per pupil transported in 1930-31; \$16.36 in 1940-41 and \$22.90 in 1945-46. Although the total cost of transportation has more than doubled since 1930, the per pupil cost has increased only about 25 per cent. This means that most of the increased cost of transportation since 1930 has been due to the increased number of children transported as a result of the consolidation of small schools. The enrollment of transported children increased from 54,525 in 1930-31 to 112,780 in 1945-46.

Although the total amount expended for transportation in most counties may be justified, an examination of the per pupil expenditures for transportation reveals that some counties are wasting money on transportation. On the other hand, certain counties by overloading buses and double-tripping are not furnishing as good transportation service as should be afforded. These counties should spend more money on transportation. It is a well recognized fact that the per pupil cost of transportation is higher in a sparsely settled county with poor roads than in a densely populated county with good roads. However, official reports of the State Department of Education show a wide variation in the per pupil expenditure for transportation in counties which have similar conditions. Such counties should be expected to provide transportation at approximately the same per pupil cost.

Capital Outlay. Comparatively little has been expended upon school buildings in Florida during the past twenty years. Many Florida counties became heavily involved in debt during the land

boom in the middle twenties. School building was deferred during the depression and needed construction was just getting under way when World War II stopped construction again. It is estimated that the accumulated school building needs of the state total approximately \$100,000,000. The expenditure for capital outlay including proceeds from bond issues has ranged from a half million dollars to slightly more than two million dollars per year during recent years. This does not begin to meet the needs.

Debt Service. Florida has devoted approximately \$5,000,000 per year to payments on school indebtedness during recent years. This is equivalent to nearly 3 mills on all property in the state. The amount paid out for interest alone is nearly \$2,000,000 each year. The interest paid per pupil in 1943-44 was \$6.74, one of the highest amounts in the nation.

ANALYSIS OF RECEIPTS

Revenue Receipts. Revenue receipts for school purposes have increased from \$21,081,934 in 1939-40 to \$43,451,457 in 1945-46. Table 4 analyzes these receipts by source. This table shows a considerable shift in sources of revenue since 1930. The proportion of the total revenue derived from state sources has increased from 22.7 per cent in 1930 to 42.9 in 1946. The percentage of revenue derived from district sources decreased from 46.8 per cent in 1930 to 25.9 per cent in 1946. There has not been such a marked change in the percentage of revenue derived from county sources. It will be noted that this trend follows the national trend, which is to increase the states' percentage of the budget and to decrease the proportion of the total revenue derived from county and local funds. The only federal funds available are for vocational education.

TABLE 4

TRENDS IN PERCENTAGES OF TOTAL RECEIPTS FOR PUBLIC SCHOOLS
DERIVED FROM FEDERAL, STATE, COUNTY AND DISTRICT SOURCES
SINCE 1919-20 IN FLORIDA AND IN THE NATION

Year	Florida				Nation			
	Federal	State	County	Dist.	Federal	State	County	Dist.
1929-30	.3	22.7	30.2	46.8	.4	16.9	10.4	72.3
1939-40	.9	51.0	17.1	31.0	1.7	30.3	6.7	61.3
1941-42	.9	47.1	21.8	30.2	1.4	31.5	6.2	60.9
1943-44	2.2	40.2	29.5	28.1	1.4	33.0	5.6	60.0
1945-46	1.9	42.9	29.3	25.9	Not Available			

State Funds

State funds for the public schools include the State Teachers Salary Fund, the Foundation Program Fund, the vocational funds and the textbook fund.

State Teachers Salary Fund. This fund is really a teachers' salary and transportation fund. It is kept in Tallahassee. The counties are notified regarding their apportionment and draw warrants against the fund. The value during recent years has been \$800 per instruction unit but in 1945 it was changed to \$995. Since each unit is weighted by multiplying by 1.11 the value is actually \$1,104.45. The instructional salary portion must be used for teachers' salaries. This year (1946-47) it amounts to \$15,984,396. The transportation portion can be used for transportation or salaries. This year (1946-47) it is \$1,779,050. The appropriation now comes from the general fund. Each county receives the same amount per unit regardless of taxpaying ability.

Foundation Program Fund. The Foundation Program Fund was established by the 1945 Legislature for the purpose of helping to equalize educational opportunity. The appropriation was fixed at \$50 per instruction unit for all instruction units in the state. This year this amounts to \$892,625. Slightly more than half of the counties in the state participate but the fund is too limited to bring these up to the average for the state.

Vocational Funds. The amount appropriated for vocational education and rehabilitation each year of the current biennium is approximately \$375,000. The fund is made available to the counties on a reimbursement basis for these purposes.

State Textbook Fund. This fund is used by the state in purchasing textbooks by contract. Requisitions are filed by counties against allocations which are objectively made. The appropriation for the current biennium is \$900,000 or an average of \$450,000 per year.

County and District Funds

County Funds. County school funds consist largely of millage levies and racing commission funds. The county board of public instruction must levy at least three mills for support and maintenance and may not levy more than ten mills. This levy does not require a vote of the people. Racing commission funds are allocated by a general act of the Legislature to boards of county commissioners. A minimum of \$33,000 annually is guaranteed to each county. Local acts affecting a number of counties allocate specific amounts to boards of public instruction. In other counties, boards of county commissioners sometimes allocate part of the racing funds for education. The result of these policies is that some counties receive all the racing commission funds for schools, some half or less, and some none. The division of racing commission funds is frequently a source of friction between the board of county commissioners and

the board of public instruction. Furthermore, this source of revenue is unstable and difficult to budget. In small counties, racing commission funds represent an important item in the school budget.

District Funds. District funds consist principally of a millage levy for support and maintenance, a millage levy for the construction of school buildings on a "pay-as-you-go" basis and millage levies to pay the debt service on bonds issued for capital outlay purposes. The support and maintenance millage cannot exceed ten mills; it must be voted biennially and must be expended within the district. The millage for the current construction of school buildings is a part of this 10 mills, cannot exceed four mills and is levied biennially by a vote of the people in the tax district. The millage for debt service on bonds is automatically fixed by the amount of bonds voted and the schedule for payment.

Individual School Funds. While the bulk of the funds for the school program in Florida are handled through the county offices practically every school in the state has some school or student funds some time during the year. These funds range all the way from small fees collected by teachers for workbooks and instructional supplies to several thousand dollars of athletic, band, school lunch and other funds which are handled each year in some of the larger schools. There is at present no way of knowing or even of estimating reliably the amount of such activity funds which are handled by the individual schools of the state. While reasonably good records are kept in a number of schools, summaries are available for only a few of these. In the rest of the cases even the county school officials apparently do not know the status of these funds.

It is just as important for all local funds handled by individual schools to be fully accounted for and summarized promptly and annually as it is for county school funds to be accurately accounted for. These funds are paid in by the pupils or by the adults of the community and from every point of view are public funds. A periodic accounting of such funds should be made as a means of protecting the school and its personnel and as a basis for obtaining information regarding total expenditures for school purposes.

VALUATION AND MILLAGE LEVIES

The total assessed value of property ranged between three hundred and five hundred million dollars until assessment policies were changed in 1941. By that time the valuation had dropped to \$375,000,000 and the valuation per pupil to \$925. Since the tax policy was modified, the valuation has ranged from \$1,600,000 to slightly more than \$1,700,000. The valuation per pupil has been about \$4,200.

In 1930-31 the valuation per pupil in the ten counties with greatest wealth was 4.6 times the valuation per pupil in the ten counties with least wealth. By 1945-46 this difference in wealth had nearly doubled: thus it is evident that the differences in ability of the various counties to support schools is increasing sharply, rather than decreasing. This poses a problem of fundamental importance for the state.

Millage Levies. During the current year the county and district current levies for schools range from none in Collier county to 18 in Okaloosa, Gilchrist, and Santa Rosa counties, yet all counties receive the same amount per unit from the State Teachers Salary Fund. Seven counties levy less than 8 mills; 9 between 8 and 10 mills; 40 between 10 and 15 mills and 11 over 15 mills. When all school millages including those for debt service are considered it is found that Collier levies none, Wakulla 6.9 and Martin 8.1. 34 counties levy from 10 to 15 mills; 24 from 15 to 20 mills. Calhoun, Gilchrist, Hardee, Okaloosa, Santa Rosa and Sumter levy between 21 and 25 mills.

SCHOOL INDEBTEDNESS

Total Indebtedness. The indebtedness of the public schools totaled \$65,252,636 in 1930-31. Of this amount \$10,101,734 was largely for current expenses and \$55,150,902 for bonds issued for school building construction. About 10 years ago the Legislature enacted laws prohibiting the incurring of indebtedness for current expenses and regulating more carefully the issuance of bonds for school buildings. The wisdom of this legislation is shown by the fact that the total indebtedness had been reduced to \$40,162,134 by 1945-46.

The heavy indebtedness of Florida schools has handicapped the improvement of the educational program for many years. The outstanding debt still constitutes a heavy burden. The annual interest charges on this debt are approximately \$2,000,000. As has been pointed out, the school building needs of the state are very great and additional facilities must be provided in the near future for the expanding school population. These factors indicate that a broader tax base than property taxes should be used for the construction of school buildings and that a considerable proportion of

building needs should be provided for on a "pay-as-you-go" basis.

County B. P. I. Indebtedness. Indebtedness against support and maintenance funds for schools constitutes a special problem. This indebtedness must be retired out of millage levies which are used for financing the current school program, whereas the Interest and Sinking Fund indebtedness is retired from special levies for that purpose which are unlimited and which cannot be used for any other purpose.

By 1930 the indebtedness against county support and maintenance funds had increased to approximately \$7,500,000 and that against district funds to approximately \$2,500,000. The peak of indebtedness against current funds was reached about that time. Between 1930 and 1935 there was little, if any, reduction in this indebtedness. Moreover, much of the indebtedness went into default. Some counties did not even include a report on this indebtedness in their annual financial report. Interest rates were high, ranging generally from 6 to 8 per cent and in many cases the unpaid interest which had accumulated amounted to about as much as the principal of the original indebtedness.

In 1937 the first effective budget law was enacted and this law ended the era of creating floating indebtedness with no definite plan or provision for payment. Under the provisions of this law and related laws the only indebtedness which can be incurred against current funds is a very limited indebtedness in the nature of what has come to be known as a four year loan which has to be specifically approved by the State Board of Education after certain requirements had been met.

Beginning about 1939 a systematic effort was made by the State Department of Education to assist counties in working out plans for retiring the existing indebtedness. Most counties now have refunded or provided a definite plan for paying the indebtedness against the general fund. By June 30, 1946, the amount of indebtedness outstanding against the county general funds had been reduced to \$4,101,027 and there were 25 counties which had paid off all of their indebtedness against these funds.

Fortunately, this situation should improve rapidly in the near future. In the next five years indebtedness against support and maintenance funds should be retired for 36 counties and ten years from now only 21 counties should have indebtedness against this fund. The amount of such indebtedness by 1951 should be reduced to about \$2,800,000, and by 1956 to about \$1,700,000.

It is unfortunate that some of the indebtedness outstanding is still sinking fund indebtedness which does not mature until about 1970. The history of such indebtedness is that most of it is not paid until due. Fortunately, no further refundings of this type are permitted and under a recent law all refunded bonds must be callable beginning ten years from the date of refunding.

In order to provide a satisfactory plan for retiring indebtedness in all counties it is recommended that each county which has sinking fund indebtedness outstanding be required within the next 12 months either to refund that indebtedness on a serial basis or if such refunding is impracticable to submit to the State Superintendent of Public Instruction a definite plan and schedule for setting aside a proportionate amount each year so as to assure that funds will be on hand to pay the indebtedness when it is due.

THE EQUALIZATION OF EDUCATIONAL OPPORTUNITY

Table 5 presents certain data with respect to educational status and financial ability for the ten Florida counties of least ability and the ten Florida counties of the greatest ability in which the proportion of whites and Negroes happens to be nearly identical. This table is largely self-explanatory. It shows that the adults in the poorest counties have considerably less education than the adults in the most well to do counties. It also shows that children living in the poorest counties are not obtaining as good educational advantages as the children living in the wealthiest counties. Their teachers are less well trained and are paid lower salaries. To some extent state funds operate to equalize educational facilities. Nevertheless, in terms of total funds expended and in terms of the quality of the teachers provided, the children living in the ten richest counties are receiving at least 50 per cent better advantages than the children living in the ten poorest counties. This discrepancy in educational opportunity is not altogether the fault of the taxpayers in the ten poorest counties who are making a much greater tax effort to support their schools than the taxpayers in the ten wealthiest counties. While the Foundation Program Fund has greatly helped the counties below average ability it has been too small to equalize educational opportunities effectively.

SUMMARY OF FINDINGS

The poll of public opinion in Florida shows clearly that the majority of the citizens of this state want an adequate comprehensive program of public schools equal to the best in the nation and that they are willing to pay for it. What are the elements of an adequate comprehensive program? What are the principal financial shortages of the present program of the public schools? What steps,

TABLE 5

DATA RELATING TO EDUCATIONAL STATUS AND FINANCIAL ABILITY FOR
 (1) TEN FLORIDA COUNTIES WITH LEAST ABILITY PER INSTRUCTION
 UNIT AND FOR (2) TEN FLORIDA COUNTIES WITH GREATEST
 ABILITY PER INSTRUCTION UNIT (1945-46)

Items	Ten Counties with Least Ability	Ten Counties with Great- est Ability
1. Median grade level of adults (1940)		
a. Male	6.2	8.5
b. Female	6.9	9.0
2. Per cent of adults (1940) who completed less than five years of school	34.5%	12.9%
3. Average number of children (ages 5-17) for each 100 adults (1940)	56	28
4. Per cent of pupils in grades 10-12 (1945-46)		
a. White	11.7%	16.7%
b. Negro	5.3%	9.7%
5. Per cent of population in rural communities (1945 census)	89.7%	25.7%
6. Per cent of pupils in A.D.A. transported (1945-46)		
a. White	61.6%	21.4%
b. Negro	4.1%	7.6%
7. Per cent of teachers with less than 2 yrs. college training (1945-46)		
a. White	40.7%	4.5%
b. Negro	38.1%	1.8%
8. Per cent of teachers with 4 or more years college training (1945-46)		
a. White	34.2%	80.5%
b. Negro	15.6%	71.3%
9. Income per instruction unit (1945-46)		
a. From adjusted 7 mill levy	\$ 181.00	\$1,337.00
b. From adjusted 7 mill levy and Foundation Program	435.00	1,337.00
10. Increase in income per instruction unit from local tax sources since 1940 (1940-41 to 1945-46)	\$ 126.87	\$ 848.60
11. Expenditure for current expense per pupil in A.D.A. (1945-46)		
a. White	\$ 99.21	\$ 129.23
b. Negro	45.06	72.58
c. White and Negro	85.39	115.10
12. Average Instructional Salaries (1945-46)		
a. White	\$1,453.00	\$2,142.00
b. Negro	884.00	1,614.00
c. White and Negro	1,300.00	2,030.00
13. Increase in average salary of instruc- tional staff since 1940 (1945-46)		
a. White	\$ 539.07	\$ 699.79
b. Negro	349.88	886.09
(1) Holmes, Washington, Calhoun, Jackson, Santa Rosa, Union, Hamilton, Walton, Liberty, Madison.		
(2) Dade, Palm Beach, Pinellas, Broward, Collier, Orange, Sarasota, Duval, Charlotte, Volusia.		

should be taken now or in the near future to provide the financial base for an adequate program in the public schools? This section of the report proposes to answer these questions.

The financial needs of schools cannot be determined until the educational needs of the children are carefully evaluated. The financial implications of the educational program needed for Florida as presented in previous chapters are summarized below.

Definition of an Adequate Program for the Public Schools

Following are the principal elements of an adequate program for the public schools:

1. A broad program of free public education available to all the children of the state regardless of place of residence or race encompassing not only the traditional grades of one to twelve but also adequate provision from public funds for kindergarten; junior colleges incorporating general college and vocational programs; and, educational opportunities for adults. Needed educational and recreational opportunities should be available for not only the traditional nine months but also throughout the year.

2. An instructional staff consisting of professional people highly trained not only in the areas in which they teach but in the skill and art of teaching.

3. An administrative and supervisory staff of professionally trained personnel competent to organize, administer, supervise and furnish the type of leadership necessary to develop the educational program to its maximum possibilities.

4. Adequate provision for necessary transportation, health, school lunch, and recreational services.

5. Adequate physical facilities including well lighted, well heated, well equipped. Well maintained, sanitary, attractive, school plants functionally designed to service the educational program.

6. Adequate libraries, textbooks, instructional supplies and audio-visual aids.

7. A financial program adequate to meet the costs of this program in every county of the state.

8. Competent administration and an administrative organization, the legal framework of which makes it possible for the educational program to function with maximum efficiency.

Evaluation of the Present Program for Financing the Public Schools

The Southern States Work Conference¹ formulated and published in 1941 a set of guiding principles for the evaluation of school

¹*State and Local Financing of Schools*, Bulletin No. 1, 1941, Southern States Work-Conference, Tallahassee, Florida.

finance programs. It is believed that the criteria recommended by this work conference are the best measures available for evaluating the program for financing public schools in Florida. Some of these criteria are as follows:

1. "An adequate foundation program of education should be provided for all children. Wealth should be taxed wherever it is found in order to educate children wherever they may live. An adequate foundation program should be a balanced program. The budget should provide for all necessary educational services."

2. "The direct responsibility for the administration of the financial and educational programs should be vested in the local school unit, subject to safeguards set up by the state for the purpose of maintaining desirable standards."

3. "The program should make provisions for competent personnel, state and local, for adequate supervision, for good budgeting procedures, and for adequate accounting, auditing, and reporting, in order to insure proper use of school funds."

4. "The financial program should be flexible in order that educational programs in local schools might be readily adapted to the varying educational needs of local school units. Flexibility is defeated by improperly organized school administrative units, by inadequate finances and by undesirable types of controls."

5. "Sources of revenue should be stable enough to provide for long-time planning but flexible enough to provide for the normal expansion of educational needs."

6. "Such controls as are exercised by central agencies should not operate to retard progress but rather to prevent backward steps. Centralized controls should not reward local administrative inefficiency or perpetuate the status quo of poorly organized local schools or administrative units."

Financial Shortages in Florida Schools

In the light of these criteria and the evidence presented elsewhere in this report, the following outstanding financial shortages are evident:

1. In the midst of prosperity and out of apparent indifference most of the states of the nation have precipitated a crisis in the schools by pursuing the policy of paying such shamefully low salaries as to force large numbers of well-trained teachers to seek employment elsewhere and to discourage most young men and women from choosing teaching as a life work. To those who read current magazines or newspapers or who observe their own school community the statement is axiomatic. Being at the bottom or next to the bottom of all states in the nation in the effort which it has applied toward the support of schools, Florida is therefore more guilty than many other states of pursuing this unwise practice toward its schools. Over a period of years Florida schools have, on the average, been so administered as to devote to instructional salaries a comparatively high percentage of the limited amount of money made available for the operation of schools.

Increases in teachers' salaries in Florida have been much more apparent than real. The "take-home pay" of teachers and its purchasing power must be evaluated in terms of the combined increased cost of living and the increased taxes which a teacher must pay. In order to equate salaries in 1946-47, to average salaries paid to teachers in 1939, the 1946-47 salary should be divided by approximately 1.70. The average salary of approximately \$1,974 for white teachers and principals in 1946-47 is equivalent to a salary of only \$1,161 in 1939. The average salary that year was \$1,105. Therefore, Florida white teachers have received practically no real increase in salary since 1939.

2. Florida is greatly in need of more adequate school plant facilities. The unit cost of school building construction is approximately double what it was in the pre-war years. School buildings are usually constructed from the proceeds of district bond sales. These bonds are retired by district millage levies. Therefore, the assessed valuation of tax districts largely determines the ability of an area to finance school building construction. The assessed valuation of the state has increased only slightly since 1941 although the cost of school building construction has greatly increased. These factors make the provision for needed capital outlays a critical problem in Florida. Because of the relatively greater inadequacies in Negro schools, these schools represent a particularly acute need and should be improved as quickly as possible.

3. The previous chapters of this report make clear that the educational program offered in Florida schools is too narrow. Such kindergartens and junior colleges as exist are operated largely from fees. High schools are offering college preparatory courses for the most part and provision for vocational needs is inadequate. School plants generally stand idle for three months of the year and few educational opportunities are available for children during those months. School plants should also be made available for adult education in accordance with such programs as would fit the varying needs of communities.

4. The state support program is inadequate. The state confines its financial assistance largely to teachers' salaries and transportation and the amount provided for these items is too limited. No state aid is available for capital outlay and very little for current expenses other than teachers' salaries and transportation.

5. The existence of special school tax districts prevents the equalization of educational opportunity within a county. School tax districts vary greatly in assessed valuation per pupil. A recent survey of the Hillsborough County Schools conducted by the State Department of Education and the University of Florida showed that the thirty-five tax districts in that county varied from \$688 to \$19,659 in assessed valuation per child enrolled. In many cases a tax district maintaining a senior high school is surrounded by elementary school tax districts and is compelled to provide high school facilities for those districts without any financial help from them. These factors cause great variations in school tax district levies for debt service on bonds and also for maintenance and operation. This situation could be greatly improved by the consolidation of all the tax districts in each county into one district. On the other hand, some entire counties have such a low assessed valuation in proportion to the children served, that they cannot provide the needed facilities even if all tax districts were consolidated.

6. The present plan of state support does not effectively equalize educational opportunities among the counties of the state. The ten

wealthiest counties of the state have seven and one-half times the wealth per pupil that is available in the ten counties of least wealth; nevertheless, the ten counties of least wealth make fifty per cent higher millage levies for schools and still cannot provide comparable facilities and services.

The bulk of the apportionable state funds now available, approximately \$18,650,000, contributes little to the equalization of educational opportunity. All of this amount, except about \$892,000 allotted to the foundation program fund, is distributed uniformly to all counties on the basis of a flat amount per instruction unit without reference to variations in wealth among the counties. The foundation program fund is the only state fund distributed on the basis of educational need as related to the relative taxpaying ability of the counties. This fund has been of great benefit to the counties of greatest need but it has been too small to accomplish effectively its major purposes. The foundation program plan established by the 1945 Legislature has helped to prevent what would otherwise almost certainly have been a serious breakdown of the educational program in many of the counties. It has, in fact, helped to bring about some significant improvements. However, before the basic problems are solved a more adequate program of foundation aid will be necessary.

7. Florida is not making a sufficient tax effort to support its schools. The most recent statistics show that only one other state in the nation—Maryland—was spending a lower per cent of its income on education in 1943-44. Florida was spending only 1.18 per cent of its income for the current expenses of the public schools whereas the national average was 1.55. Florida could increase its tax effort for schools from both state and local sources by 50 per cent and fifteen other states would still be spending a higher per cent of their income on education than Florida.

RECOMMENDED PROGRAM

Comprehensive Program of State and Local Support. A minimum foundation program should be established for every county of the state and for every child in the state. The cost of this minimum program should be jointly shared by the state and the counties. The state should guarantee that this minimum program is made effective in each county by providing from state funds the difference between its total cost and the amount of money the county should raise by a reasonable and uniform local tax effort based on taxpaying ability.

Each county should be permitted and expected to provide and finance from additional local revenues whatever further improvements in its schools its citizens want for their children. It should be clearly understood that the minimum foundation program is, as the name implies, merely a *minimum* program which is guaranteed for all children. In such a plan it is fundamental that each county be permitted to go as far beyond the minimum program in providing adequate salary schedules and in bettering schools as its resources

permit and as its citizens desire. Unless this is done many of the benefits which should accrue from the recommended program will not be realized.

The Minimum Foundation Program. This foundation program should include proper provision for (1) instruction, (2) current expenses other than instructional salaries and transportation, and (3) capital outlay and debt service. All of these items are essential to a good educational system and all must be adequately financed.

Determining Cost of the Program. The cost of the minimum foundation program should be determined as follows for each county:

(1) *For Instruction.* In addition to the instruction units authorized by the 1945 Legislature the following should be provided (to include principals' salaries and to assure the services of special instructional personnel such as librarians, guidance counsellors and similar personnel needed for each school and whose salaries are not covered by regular instruction units based on the average daily attendance of pupils in classrooms): (1) one administrative and special service unit for instructional personnel for each eight instruction units instead of the present one for each 500 pupils, and (2) an instruction unit for each approved full time vocational teacher employed in a comprehensive high school. Instruction units for elementary and high schools should be computed on the same basis. Units should also be computed for vocational schools and adult education classes. In view of the fact that the principal and these special personnel should be employed on a year-round basis, the value of these special service units should be computed on the basis of the year-round salary.

The amount to be included for instructional salaries should then be computed according to the training of instructional personnel as follows:

An average of not less than \$3,600 for teachers holding certificates based on one year or more of graduate work beyond the master's degree.

An average of not less than \$3,000 for teachers holding certificates based on a master's degree or the equivalent of one year of graduate work beyond the bachelor's degree.

An average of not less than \$2,500 for teachers holding certificates based on a four year college degree or equivalent.

An average of \$1,500 for teachers holding certificates based on 3 to 3.9 years of college training or the equivalent.

An average of \$1,300 for all persons holding certificates based on 2 to 2.9 years of college training or the equivalent. (For a few years only)

An average of \$825 for teachers with less than two years of college training. (For only two or three years)

(2) *For Transportation.* The amount to be included in the program for transportation should be calculated as at present but the unit of apportionment for transportation should be increased to \$1,100.

(3) *For other current expense.* The amount to be included in

the program for other current expense should be based on \$300 per instruction unit plus five per cent of the amount included for instructional salaries.

(4) *Capital Outlay and Debt Service.* The amount included in the program for capital outlay and debt service should be based on \$400 per instruction unit. This amount should be available for use either for capital outlay or for debt service in accordance with strict safeguards established by the state to assure its proper expenditure. Provisions should be made for county boards of public instruction, when necessary, to borrow against future amounts to be included for capital outlay in order to construct approved building projects.

The *total cost* of the minimum foundation program is the sum of the four items above.

Determining Funds Available to Meet Cost. County school systems should be charged with the responsibility of providing a reasonable amount on a uniform basis of approximately seven mills toward the cost of this minimum foundation program. Each county's local tax effort should be determined by multiplying its percentage of the total taxpaying ability of the state by its correct index of taxpaying ability. As long as assessment policies vary each county's taxpaying ability should be calculated by an adequate index which is not dependent upon property assessments reported.

The index of taxpaying ability now being used is decidedly superior to assessed valuation under present conditions. However, when the foundation program is expanded to include all counties this index should be further revised and improved on the basis of the experience of the past two years.

Determining Additional Funds Needed. The difference between the cost of the minimum foundation program in each county and the amount that can be raised by the required uniform local tax effort should be provided from state funds.

It is estimated that the program recommended above will require an increase of approximately \$16,000,000 in state funds *on the basis of present instruction units and training of instructional personnel.* For 1947-48, assuming an increase of about 5 per cent in school attendance this year, it is estimated that the additional state funds needed will be about \$18,500,000. Thus the total amount required will be approximately double the amount now provided by the state. If attendance and training of teachers increase as anticipated the amount required will be increased in proportion, as under present laws. Such an increase is reasonable because it would not require Florida to make much greater tax effort in proportion to its ability than is now being made by the average state in the nation. Not only these additional funds but all present state funds should be apportioned to the counties on a monthly basis under this plan. The provision that the amount included in the program for instructional salaries should be expended during the year for that purpose

would be a more effective safeguard than any now in effect and the change would result in a substantial saving to the state.

Safeguards for Instructional Salaries. *Special safeguards should be placed on the funds calculated in the state allotment for teachers' salaries.* All funds included in the program for teachers' salaries should be required by law to be expended for teachers' salaries.

The allotment schedule should in no sense be considered as comprising a salary schedule but only as a basis on which to compute and allot the amount for instructional salaries in the foundation program. These allotments should be combined with local funds and so administered as to result in salary schedules which will hold properly trained personnel and will attract others to the profession. In the building of salary schedules it is recognized that school boards should have leeway in order to make due allowance for such factors as variations in the experience of teachers at each training level. It would be reasonable for a school board to make a variation from these allotment bases for each training level of as much as 20 per cent in order to take care of differences in the experience of teachers; however, if any school board pays any individual teacher at any training level less than 70 per cent of the state allotment schedule, that board should be disqualified from receiving any state-aid for that teacher. The amount a county pays to all teachers who have had four or more years of college training should also be required to be at least equal to the amount included in the program for those teachers. On the other hand, there should be no top limit, except such as is inherent in a county's taxpaying ability, to the salary schedules which counties may build by combining state-aid with their local funds. Many school systems throughout the nation are now providing a minimum of \$2,400 per year for beginning, degree teachers; therefore, it is recommended that wherever possible, Florida counties combine state-aid with local funds to provide beginning teachers with salaries comparable with those now being paid progressive school systems throughout the nation.

If the safeguards for the protection of teachers' salaries recommended above are adopted, it is no longer necessary to hold the Teachers Salary Fund in Tallahassee. The holding of this fund in Tallahassee involves an administrative and accounting cost of more than \$40,000 annually. Also, it should be noted that the

exchange charges which teachers pay annually to local banks on state warrants aggregate thousands of dollars. The teachers' salary fund should be consolidated with the other allocations recommended in the comprehensive foundation program and distributed periodically to the counties when the recommended safeguards are enacted into law.

Safeguards for Capital Outlay Expenditures. The following safeguards should be established for the capital outlay portion of the fund:

1. That such funds be spent only at centers approved by a state survey.

That all new building plans and specifications first be approved by the State Department of Education.

3. That the State Department of Education be required to inspect all buildings under construction.

4. That boards of public instruction be required each year to file an annual capital outlay program to be approved by the State Department of Education, setting forth plans as to how the annual capital outlay allotment will be expended. It is recommended that the following uses of the annual capital outlay allotment be authorized:

- a. To provide new school facilities on a pay-as-you-go basis at approved school centers.

- b. To retire existing indebtedness.

- c. To maintain and repair school buildings.

- d. To create a building reserve.

- e. To pay debt service on bonds to be issued in anticipation of annual capital outlay allotment.

Recommended Constitutional Amendment. A constitutional amendment should be adopted authorizing county boards of public instruction to anticipate annual state capital outlay allotments by the issuance of a special type of bond. Such bonds would not constitute a debt of the state. They would be secured by a lien on the property of the county issuing the bonds but they would be retired by the county from money received from the annual state capital outlay allotment to that county. This would enable a county to issue bonds for school building construction without having to levy local property taxes to retire the bonds. This would give all counties of the state a broader tax base for the financing of needed school buildings and would prevent the levying of excessive local property taxes in many areas. This constitutional amendment should contain essentially the following provisions:

1. That county-wide bonds be serial bonds amortized over a period not to exceed twenty years.
2. That the total annual debt service on such bonds not exceed the annual amount included in the program for capital outlay.
3. That bonds be secured by a lien on the property of the entire county.
4. That the Legislature provide such other terms for the issuance of these bonds not inconsistent with the provisions of this amendment as it deems desirable.
5. That this constitutional amendment serve as an additional and alternative authority for the issuance of bonds.

Length of Contracts of Teachers and Principals. Principals of schools with six or more teachers, supervisors, vocational teachers and other special instructional personnel should be employed and paid on a twelve months' basis. All teachers should be employed for ten months of service. Counties should be encouraged to supplement teachers' salaries and provide needed educational and recreational programs during the summer months wherever possible.

Kindergartens and Junior Colleges. Provision should be made also for the inclusion of junior colleges and kindergartens in the program of state support. Adequate safeguards should be set up to prevent the establishment of junior colleges in areas where they cannot be supported. Instructional units for junior colleges and kindergartens should be provided for in the foundation program but not at the expense of the program of grades 1-12. When units for kindergartens are included in the foundation program, counties providing kindergartens at public expense should be charged with a local tax effort equivalent to approximately one-fourth mill more than counties not providing kindergartens. When instructional units are provided for junior colleges and technical schools in the foundation program, counties in areas maintaining publicly-supported junior colleges should be charged with a local tax effort at least one-fourth and perhaps one-half mill greater than is required in counties not maintaining junior colleges.

Compensation of County Superintendents. The present law limiting the compensation of county superintendents to a small increase over previous salaries, should be amended so that such salaries can be placed on a just and equitable basis in all counties. Under present laws salaries for county superintendents are unfairly low in some counties.

Retirement. Additional state funds should be set up (1) to provide as liberal opportunities for benefits under the Teachers Retirement System as are afforded by any other retirement system in the state, and (2) to establish necessary reserves in the Teachers Retirement System for protection of benefits for the considerable number of veteran teachers who will reach retirement age within a relatively short period of years.

Budgetary Control. All tax money should be expended efficiently and under proper budgetary procedures. Florida has a good law governing school budgets, but new emphasis should be placed not only on strengthening this law but also on wise and careful administration. There should be even more diligent cooperation between county school officials and the State Department of Education for the detailed preparation of and faithful adherence to budgets from year to year.

Federal Support. The responsibility of the Federal Government for helping to equalize educational opportunities among the states is being increasingly recognized. The bill which was before the last Congress, proposed to provide substantial amounts of federal aid for the poorest states without federal control. Also, it would have required states to make an average tax effort for the support of their schools in order to participate in the federal appropriation. Florida is not one of the poorest states and is not at present making a sufficient tax effort to participate substantially in the benefits of such a bill if it should become law. Therefore, the solution of the financial problems of the public schools of Florida rests primarily with the state itself and not with the Federal Government, although some assistance may be provided by federal funds.

Improvement of the Local Financing of Schools. All special school tax districts in each county should be consolidated into one tax district and the fiscal powers and responsibilities now given to school trustees should be vested in the county board of public instruction. The major factor affecting unfavorably the local financing of schools in Florida is the existence of numerous special tax districts. The advantages of the consolidation or elimination of all tax districts are numerous. Among these advantages are the following:

1. School building needs can be provided for throughout the county without levying excessive taxes in any section of the county.
2. School buildings can be planned more efficiently on a county-wide basis than on a district basis.

3. School attendance areas are more easily planned on a county-wide basis than on a district basis.

4. County-wide bonds can be sold at a lower interest rate than district bonds and the administrative costs of numerous district bond issues are much greater than the cost of a single county-wide bond issue.

5. District maintenance and debt service levies can be equalized and accounting procedures greatly simplified.

6. Educational opportunities within a county of all the children can be substantially equalized.

If all tax districts were consolidated, boards of public instruction would have two alternative methods of issuing bonds for school building construction on a county-wide basis; that is, by county-wide district bonds or by county-wide bonds in anticipation of the state capital outlay allotment. There is some doubt about the possibility of consolidating the debt of districts but the board of public instruction could use the annual state capital outlay allotment to retire existing district bonds and then completely equalize school taxes within a county without actually consolidating the debt.

The state should establish the machinery necessary to guarantee the uniform assessment of property in accordance with the laws of the state. Educational opportunities in a number of counties could be substantially increased by improved methods of assessing property and the application of the foundation program would be greatly simplified.

All local school funds such as cafeteria, athletic, and other student activity funds should be accounted for according to standard procedures. All such funds should be audited annually. All persons responsible for handling such funds should be properly bonded.

CHAPTER XV

THE COUNTY SCHOOL SYSTEM

No system of county school organization can assure good school administration, but good organization can make good administration more readily possible, and poor organization can impede and handicap the development of a good program.

In Florida considerable progress has been made in the development of a good educational program. Progress, however, has been partial rather than comprehensive and much of it has been achieved in spite of, rather than because of, the organization which was planned for the middle and latter parts of the nineteenth century.

In many respects able leadership of the present State Superintendent of Public Instruction, of his predecessors, of school minded state boards of education, and of county superintendents and supporting leadership in many of the counties has served to offset defective organization. These competent leaders have helped to develop certain school systems which compare favorably with any in the nation. On the other hand there are schools and school systems in Florida which should bring a blush of shame to any citizen who has the interest and welfare of his state at heart.

Who is to blame for conditions as they exist in some schools and some counties of the state? It is difficult, under present constitutional and statutory provisions to establish the responsibility of any educational officer or agency. In many instances the chief fault lies with the organization itself.

The confused pattern of school organization in Florida with its duplicating and overlapping responsibilities for administration of schools has made it difficult for the public to determine definitely which of its agencies has failed. Certainly no county board, superintendent or district trustee would willingly assume the responsibility for such failure. The natural and human reaction is to blame someone else. It seems assured that the people would be better served if they could point to a single officer or a single agency and say, "You have the responsibility; we hold you accountable." *This cannot be done under the present organization for education.*

The constitution and statutes have tangled the matter too badly

for lay analysis, and, as if that were not enough, the welter of court decisions and attorney general's rulings in interpretation of duties and responsibilities of the educational officers and agencies has created a situation which aptly may be described as confusion confounded. It is recognized that machinery of administration should be greatly simplified and red tape reduced to a minimum. The provision of checks and balances should not interfere with effectiveness in getting the job done nor should it make for confusion in the placement of responsibility. Also sufficient power and administrative discretion should be given to those to whom responsibility is assigned to make possible the fulfillment of duties. Where conditions are good in the State of Florida, as they are in many systems, they are good because of the willingness of school officers and agencies to cooperate in the interests of education despite lines of overlapping administrative and supervisory jurisdiction.

While the board is designated as the controlling authority in the county system of education it cannot exercise authority over the superintendent or the trustees; in the final analysis both the county school executive officer and the special tax school district trustees are responsible not to the board but directly to the people. It is not surprising that *in many school systems the educational officers and agencies are working at cross purposes at the expense of the public school program* and that the public is often called upon to pay the costs of litigation for rulings on lines of authority and responsibility.

ROLE OF THE PEOPLE IN SCHOOL GOVERNMENT

The schools belong to the people in a very real sense. A number of important responsibilities for the development and maintenance of an adequate school system therefore rest on the individual citizens. If the county board members are to represent the people it becomes necessary that each citizen exercise his right to participate in elections and other developments requiring decisions by the people. Realizing that the selection of the most intelligent and outstanding representatives obtainable as board members is their major responsibility, the people should insist on high qualifications for all board member candidates and should then give to the board a mandate for maintaining high standards for the schools in order to assure the best possible school program.

It is evident that the people themselves cannot organize and operate the schools; however, after they have placed their confidence and their mandate in the hands of competent board members it becomes their specific responsibility to keep themselves completely and accurately informed on the major school problems and needs. There are also many fields and areas in which citizen cooperation with the school officials is necessary and desirable.

If at any time the school board fails to establish sound policies and maintain adequate standards for the local school system the remedy lies in the hands of the people at the time of the next board member election. The final responsibility for good schools or poor schools therefore rests with the people.

A few people from time to time have held the view and advocated the thesis that a county board of education is unnecessary. They assert that the board of county commissioners, since it represents the county in other matters, could be charged also with the responsibility for the educational program. This view overlooks the unique relationship which education bears to the public. Since the earliest days in this country the people have wanted a directing voice in the education of their children. This desire of the people to have a close oversight of the educational program has been met from the earliest times by provision for a separate board close to the people with education as its sole responsibility.

A county board of education which is aware of educational needs and which is responsive to the will of the people is a primary requirement of local government.

THE COUNTY SCHOOL BOARD

The county is a tax unit as well as the local administrative unit for Florida schools. The county board of public instruction has a considerable measure of fiscal independence through constitutional and statutory provisions for millage levies for support and maintenance. Under recent legislation the board's position with respect to capital outlay has been somewhat improved, but in no county in the state in which there is more than one district may the board plan, without the advice and consent of the district trustees and the approval of the qualified voters in each district which would be affected, a county-wide building program which involves issuance of bonds to meet county-wide needs, organize a county high or vocational school, or take many other important steps essential to the organization of an adequate county program of education. Thus while the board has been designated as the agency of control it must be viewed under present organizational patterns as only one of several controlling agencies operating at the local level.

County Board Membership

If one looks at the *average* school board member in Florida he is

found to be a high type man. He is measurably above his fellow citizens in the amount of his income, his educational attainments, and the stability of his place in the social unit. If the average board member with his relatively high place in the social and economic scheme and his better educational qualifications (four years more than the average Floridian) could be assumed as occupying the seats on every board, the state could be congratulated and plans for improvement in school board membership would not need to be stressed. Unhappily, however, the polar extremes in board membership need to be considered, for each board has under its jurisdiction an entire school system, and the meaningful thing is how individual boards are constituted and how they function.

Approximately forty per cent of the school board membership have less than a high school education; approximately seventeen per cent have an elementary school education or less. About half of this seventeen per cent have not finished elementary school. On ten boards out of the sixty-two considered in the study not a member had completed high school; ten other boards had a single high school graduate each. These boards may be compared with a board in Florida on which all members are college graduates, a board on which four members out of five are college graduates, and seven boards on each of which two college graduates serve as members. It is not here suggested that all board members should be college graduates or even that a college graduate necessarily would make a better board member than one of limited educational opportunities. Of far more importance is native ability, intellectual maturity, breadth of understanding, and integrity of purpose. Sometimes these qualities are found in men and women of very limited educational attainments; more frequently, however, among board members they are found in those who have completed at least the levels of schooling over which they sit in jurisdiction.

Proposed Qualifications

It has been widely recognized among educators that it is impractical and unsatisfactory to define in the statutes any except minimum qualifications for county board members. Because the group is designed and intended as a lay body it is impossible to define professional qualifications; because formal schooling is not necessarily a measure of character and ability only a minimum educational attainment may be designated; and because the personal characteristics which make for good board members defy concrete definition and recognition, it becomes necessary that the people who make up the voting constituency be familiar with and know how to evaluate the potential ability of each candidate to serve them well on their school board. In 1943 the Southern States Work Conference formulated, and in 1944 reaffirmed, the following qualifications which should be

sought in board member candidates before they are selected by the people as their school representatives:

"1. A sufficient background of experience to insure understanding of the general educational needs and problems.

"2. Superior intelligence, sound judgment, personal honesty and ability to work with others.

"3. Willingness to devote the time and energy necessary to make sound decisions on school policies.

"4. Recognition of the fact that the board members are not to 'run' the schools but that it is their duty to employ professionally trained persons who will be responsible for developing a satisfactory program in keeping with the policies adopted by the board."¹

Selection of Board Membership

Members of the boards are selected by popular vote in the primaries and general elections. Although the method of election varies, board members are generally nominated and in effect elected by board member districts rather than by the county at large. This method of selection has a number of disadvantages. Perhaps the chief criticism is that each of these officers is elected to fulfill a *county-wide responsibility*, but he must look only to the people in a segment of the county for election. Often this tends to create a *district minded* board member rather than one who is conscious of an obligation to the school program of the entire county. It, too, has a tendency to break up what should be a deliberative body concerned with policy determination for the county system into a group of professionally unqualified executives who may try to administer the details of board operations for their respective districts.

It seems assured that since the schools should be operated in the interest of all of the people without respect to their party affiliations this principle could be more effectively administered if candidates for school board membership were nominated and elected from *board member residence districts* by the qualified electors of the entire county and were not required to be affiliated with any political party or to rely upon party organization for nomination and election. This might be achieved either through special school elections or through placing names of candidates upon the ballot without reference to political parties. In view of the expense attendant upon elections and the lack of interest which heretofore has been shown in special

¹*Local Responsibility for the Organization and Administration of Education*, Southern States Work-Conference, Bulletin 1, 1943, p. 17.

tax school district elections, the latter plan might be deemed the more feasible and certainly the more economical method of achieving a non-party status for school board members.

Proposed Size of School Board

The number of members on the county boards in Florida varies from five in the largest counties to three in all the other counties. In practice many three member boards work very well. Theoretically, the fewer the members on the board, the quicker and more expeditiously can the business be transacted. If all three member boards were of the character of the good hard working boards no point or issue could be made over the size of the board. Unfortunately, however, all three member boards are not uniformly conscientious and public service minded. In small boards, if two members are unintelligently motivated or are less than scrupulous in their public relationships, they can dominate the actions of the board in a way which is subversive of good government. It is usually more difficult to sway a majority on a larger board away from the interests of public education, although numbers on the board alone could not in any sense guarantee a high character of public service. Moreover, a three member board often tends to go too much into executive details rather than centering attention on policies. The county board of education should be constituted with at least five members in all counties and probably no more than seven even in the largest counties.

Term of Office

At present board members serve for a term of four years. These terms properly are overlapping. Immediately no change in term of office is proposed, but it may well be that as constitutional changes are in progress a longer term for board members may be considered to contribute to stability, permit long time projection of plans, and take political pressures off the board membership for longer periods. For the present, however, the four year overlapping term should be continued with greater emphasis on establishing and observing sound policies which are used for guidance until there is reason for change.

Compensation of Board Members

Compensation of board members in Florida has a variegated pattern. Board members in five counties receive under general law a modest subsistence per diem (\$4.00) for each day of attendance on

board meetings and \$.10 per mile for travel to and from the court house by the nearest and most direct route. In the other counties of the state the board members have become small salaried officials by the enactment of special legislation. These salary payments to board members vary from a low of \$25.00 per month per member in fifteen counties to a high of \$200.00 per month in the three largest counties (Dade, Duval and Hillsborough).

The salaries of board members, except in the largest counties, bear no necessary relationship to the size and wealth of their respective school systems in comparative relationship to other counties. For example, the salaries of board members in Baker and Holmes counties are fixed by law at three times the figure for board member salaries in Marion and Lee counties. Salaries in Flagler and Lafayette are fixed at twice the amount of those in Leon and Madison.

The duties of a county board member, while of major importance, should not involve sufficient details to challenge the full time powers of its members. They should be able to discharge all of their obligations to the school system in a single meeting of a few hours duration each month. Payment of a salary to board members tends in many cases to result either in over payment for services rendered or in undesirable activity which should be performed by a trained administrative staff. Too often board members with the best intentions who are active in administering the school systems are chiefly responsible for the failure of the program to function in the education of the children, youth and adults of the county. Sometimes these failures are not immediately recognized; sometimes never recognized except in terms of the general backwardness of communities, counties and states.

This does not imply that the board should not maintain an overview of what goes on in education. It should; but this overview should be maintained in terms of the general conduct of administration and not in terms of specifics which should be the responsibility of the executive.

It is highly desirable to have a board which may be expected to act in the public interest wholly divorced from personal or political motivations. This is difficult to achieve unless the county may draft men who will accept office as a matter of public service without consideration of factors involving a livelihood or self perpetuation in office.

Florida is now unique in the nation in payment of salaries to board members. In other states membership on the board of education is looked upon as a public service to the community, district, or

All authorities on school administration agree that it is easier to draft good men to serve on boards of education which carry no

remuneration other than a small per diem and reimbursement for actual expense than it is to persuade them to serve on boards which provide small salaries for service. A per diem of \$10.00 plus travel expense for not to exceed 18 meetings per year is recommended for Florida.

The Policy Forming Functions of the Board

It is apparent from studies sponsored by the Citizens Committee that most county boards of public instruction in the state devote considerably more time to discussion of details of school administration and to settling controversies than they do to policy formulation. Few boards have a policy book or an index to their policies. It is apparent also that many board members in the several counties devote more of their time to administrative functions in their respective board districts than they do to consideration of matters affecting the county as a whole. Such board members have usurped some of the duties of their executive officer in the board districts and oftentimes also take over executive responsibilities for the county as a whole. Under such conditions it would be impossible for a satisfactory school program to be developed in any school system.

Under the proposed plan for reorganization of the county board of education it is expected that the community will choose busy men—civic leaders—men who are too busy in their own occupations or professions to become involved in the details of school administration. It is expected that this reorganized board will appoint a superintendent in whom it has confidence and to whom it will look to administer the school program under the policies which have been established by the board. Properly such policies will be broad and inclusive. They will outline the areas within which the superintendent will have complete freedom of action and will define the areas in which the board will expect to review and approve the actions of its executive. The board should function only as a deliberative and rule making body. It should not itself undertake any of the functions which are administrative. Neither should any of its functions be delegated to sub-committees or assigned to a member or members because of residence within a board district.

Cooperative Relationships Between County Boards

Many of the counties in Florida have enrollments which are too small to permit the establishment and maintenance of many desirable

services at a defensible pupil unit cost. Moreover, without reference to defensibility of such unit costs, many counties are without the resources within themselves to provide adequate services. In this category may be listed building maintenance services, textbook and supply management, supervision of music, art, English and other subjects, recreational programs, diagnostic and clinical services, accounting services, and a number of other areas of school administration.

The ultimate correction of this condition may well be the consolidation of counties into defensible economic units—a matter which is not in the province of this study. It is here urged, however, that provisions be made and laws enacted if necessary to permit and encourage counties to employ a wider degree of cooperation in provision of essential school services.

THE COUNTY SUPERINTENDENT

Many of the county superintendents in Florida are able, conscientious, and educationally and professionally qualified for the positions which they hold. A few would compare favorably with the best in the nation. Some, however, have been placed in the key position for educational leadership without the qualifications to exercise it and who either are unaware of their high responsibilities or are without a sufficient motivation to assume them.

The degree of excellence of the county superintendent in Florida is not determined by the population, the geographic location, or the wealth of the county. Good superintendents and poor superintendents may be found in counties of every kind and condition.

Selection of County Superintendents

It should be clear that the widest field of selection for superintendents may not be secured under an elective system. In order to provide a full and free opportunity for the counties to secure the best man available for their educational leader it will be necessary for counties to select their superintendents as a municipality would its city manager, as a county would employ an engineer, or a hospital its resident physician. Certainly if the field for selection of the county superintendent were not hedged about with residence requirements every county would be assured a better opportunity to provide professional leadership for its school system.

It has been pointed out that the schools belong to the people and certainly in the selection of the county superintendent the voice of the people should speak. The people, however, often are able to speak more definitely and intelligently in a democracy through the actions of their constituted representatives than through their own actions as a total group. Few people have the time or the inclination to study the qualifications of their educational leaders or have the background of knowledge to appraise such qualifications if they were so inclined. The people, however, can and should expect their delegated representatives—those in whom they have reposed confidence, trust and responsibility—to act for them with all of the implications in view.

The agency which is charged under law with control of the county educational system—the county school board—is also the agency which is closest to the people in that its members are laymen representing the public in school administration. It would seem logical and right to give the board of public instruction a mandate to secure a high type of professional leadership for the schools. This may be done only through appointment. Logically, such appointment should be made by the board itself.

Under Florida statutes the county board of public instruction has been designated as the agency of control for Florida schools and as such it is answerable to the people. However, under the vagaries of Florida constitutional and statutory law the county superintendent is also charged with powers and responsibilities for conduct of the schools, and this official is also answerable to the people more definitely than to the county school board. Under this system it is impossible for the people to place responsibility for educational failures, and in the event of bickering and quarreling between the superintendent and the board they must stand by helplessly while the children suffer because of irresponsible leadership, however the blame may be assessed. If the board were given the authority to select its own superintendent, unfortunate relationships between the board and the executive officer which now confuse issues in several counties would become a rarity. In addition the people could hold a single agency definitely responsible for the conduct of the system and not have to choose between contradictory declarations of an antagonistic superintendent and board.

Another factor which favors appointment of superintendents by the board is the influence of such appointive power on the stature of the board membership. Experience in other states indicates that usually the quality of board membership is improved when the board is given the power of appointment of its executive officer. This improvement in the quality of board membership probably stems from two sources: First, abler men are more willing to be drafted to

these public service positions when they can be assured of proper executive representation; and second, the people are more careful in selection of the board membership when authority of control is definitely vested in the board.

Appointment of the county superintendent by the county board such as has been proposed would not only provide a better opportunity to secure a qualified man but also would free the superintendent from the petty political considerations that often serve to handicap the development of a good school program.

It is difficult to secure good professional leadership through the superintendency under an elective system. Men who have chosen education as a career often are loath to accept an office which may lead to a dead end within a very few years. The average tenure for Florida county school superintendents is between five and six years. After defeat at the polls the superintendent more often than not can find no suitable opening in educational work! Usually he must earn a livelihood in another occupational field. This situation not only is a factor in limiting the number of able professional men who aspire to the superintendency but also results in the loss to education of many able men who have served for a few years as superintendent. Under an appointive system county superintendents would not have reached the zenith of their educational careers after occupying the top rung of the educational ladder in their own county systems but might well be available and on call to other, perhaps increasingly larger, systems throughout the state.

In response to the questionnaires which have been circulated by the Citizens Committee, the citizens of Florida overwhelmingly have said they want politics kept out of the schools. If that is to be accomplished a good place to begin is with the county school organization.

Educational leadership and ability to get votes do not necessarily go hand in hand. Often the reverse of this statement is true because of the many non-educational factors which serve to influence the election of a county superintendent. In some situations if a superintendent attempted to provide any real leadership for his county system it would be practically impossible for him to succeed himself. Because of these political handicaps to service many of the men who are best qualified never aspire to the office; under an appointive system many of them could easily be persuaded to serve.

Under a system of appointment with the superintendent answerable only to a board of education all of his energies may be devoted to the school program without the retarding considerations of political expediency. Much of the time which under present conditions has to be spent in mending political fences and dodging controversial issues could be devoted, under happier circumstances of employment, to the educational development of the county's children and youth. At the same time the people could turn directly to the executive officer to discuss school problems and needs. Such discussions, however, would not need to reflect on the security of the superintendent's position and could be considered in the light of the best interests of the educational program and the people whom it serves. In any school system many desirable changes and many of the best policies may infringe on the interests of individuals and groups in the counties. Controversial plans must be avoided if the superintendent has to look to the people for continuation in office but may be considered, discussed, and probably instituted if the executive school officer is free to provide the best leadership. Likewise there are many other desirable services which a superintendent may not perform under the current organization which would be possible under an appointive system of selection.

Qualifications

While appointment of a county superintendent of education by the county board is highly desirable, the people should have definite assurance, insofar as objective qualifications can offer assurance, that their representatives on the board will appoint a qualified person rather than someone who stands in well with the board. Florida is one of two states in the South which has not established educational qualifications for superintendents, and these two states in this respect are almost unique in the nation. Under this principle it is possible for grossly ignorant men to aspire to the top position in the county educational system—possibly be elected. It could happen—it has happened in Florida. Children have been shamefully penalized in many counties because their elders have mistaken popularity and vote getting ability for qualifications.

Definite minimum qualifications of education and school administrative experience should be prerequisite for appointment of the superintendent; beyond these the board should be expected to exercise judgment on qualities of ability, understanding, leadership and other factors difficult or impossible to measure objectively. Certainly the superintendent should have educational training as high as or higher than that required of the teachers and principals who are employed to serve under his direction. He should have a qualifying background of public school administration and should hold a valid certificate in public school supervision and administration.

In the sampling public opinion poll which has been undertaken

by the survey group the people have spoken emphatically in favor of high educational standards for the county superintendent. Approximately 99 per cent of the people believe that he should be at least a college graduate; approximately 93 per cent that his educational qualifications should be as high as or higher than those of his best qualified teachers and principals. It is recommended that minimum qualifications should include evidence of graduation with a masters degree from an accredited college or university and at least two years of experience in public school administration. Because of the broad scope of the county school system it is necessary that a superintendent, to serve most efficiently, should have special training in school business administration and finance as well as in instruction.

Term of Contract

The superintendent should serve under contract at the pleasure of the county board of education. The contract period might well be discretionary with each county board. Probably the minimum term of contract should be for one year and the maximum four years with continuing contracts for those who have served satisfactorily for more than three years. It appears certain that an intelligent board would be reluctant to offer a long term contract to a man who had not proved himself in the local situation or in one like it. In other words, before giving a long term contract or a continuing contract the board would want to be able to predict the superintendent's success with confidence and assurance.

In keeping with the school term and the fiscal year in each school system it would seem advisable that the contract period begin with July 1 instead of the current January date for taking office. This would avoid confusions in policies, plans, records and reports which might result from a change of leadership during a school year or before reports and budgets are prepared.

Compensation

Similarly the county board of education should fix the salary of the superintendent under the terms of the county school system salary schedule. It goes without saying that the salary should be sufficiently high to attract an able man. One of the restrictive factors in attraction of the best men to the superintendency in some of the counties has been the low salary which is paid under present statu-

tory limitations. In a number of counties principals of the larger schools now are paid higher salaries than are their respective superintendents. Unless corrected by adequate salaries for the superintendents this situation will continue to keep many of the ablest school men from aspiring to the top position in county school government. The salary of the county superintendent should be sufficiently high to attract these able men and the increments for service should be sufficiently large to hold them. The county school superintendent has tremendous responsibilities; he needs to be the ablest man in the county government to measure up to them. The average superintendent will be less well qualified than the man who is needed, **though**, unless the tangible rewards of office are as high as or higher than those a good man receives in other comparable occupations.

The Superintendency a Full Time Job

Oddly enough Florida statutes do not anywhere define the office of county superintendent as a full time job. As a consequence some superintendents carry on part time occupations which take a considerable portion of their time. Among the incumbent superintendents are one or more doctors, dentists, farmers, citrus growers, and skilled laborers. This does not mean that all of those who have an auxiliary or major occupation other than education regard their **public school responsibilities** lightly or fail to render real service in the superintendency. On the contrary, there are some superintendents who devote time to education which if directed toward their other occupational interests would provide a far greater financial return than the salary which has been earned in resolution of educational problems. On the other hand, some of the superintendents who have held office in Florida in years gone by and some who are incumbents have given little time to educational problems because of their more lucrative and more demanding occupations which compete with the educational office for time. It is often difficult to find these men in their school offices or in the schools. Correspondence is not answered; records are meager; and it is difficult, sometimes impossible, to secure adequate fiscal and educational reports. It seems assured that the county superintendency is of such importance that it deserves the full time powers of the man who has been selected to discharge this, the highest educational responsibility in the county.

Responsibilities

When the superintendent has been selected he should be the man

to administer the educational program; executive administration is not a proper function of the lay board representing the public in education. School administration is a highly technical, highly professional job which should be given only to experts. This has become increasingly true because public education is no longer limited solely to instruction in the common schools. Its broadened scope now includes possibilities and implications for all of the many phases of the broad program of education outlined in this report.

The superintendent should be charged with responsibility to organize his office; recommend all administrative, instructional and custodial personnel; outline the educational program; suggest all instructional policies; initiate and carry on all business affairs within the purview of the board's authority; and to serve as sole responsible executive for the board in all matters affecting the educational program.

The Administrative Officers

The conditions under which the board, the superintendent, and the personnel of the county school office must work are of importance to the efficiency of the educational program.

Usually the county school system offices in Florida are located at the court house. More often than not space is inadequate. Consultation and demonstration rooms in situations of this kind are almost non-existent; storage rooms for books, supplies and equipment are hopelessly inadequate. Workers are crowded together usually in a single room where noise and distraction is the rule rather than the exception; usually these offices are under staffed and poorly equipped. Lack of space for personnel and adequate administration, however, is not the only criticism of the court house as the center for education.

The court house is a focus for political activity. Most of these activities of course are legitimate and a part of the accepted political picture. At the same time the court house location suggests a political rather than an educational agency and makes the school offices easy of access for those with undesirable pressures to exert. If the county educational offices were located elsewhere, those with valid reasons for consulting school officers would not be seriously inconvenienced by change of location from the court

house to one of the schools or to a special board of education building.

In the three largest counties of the state—Dade, Duval and Hillsborough—the school offices have been moved from the court house and each of these educational administrative units has been housed in a building formerly used as an elementary school. The Jackson county system shares a converted school building with certain county welfare services, and Marion, Palm Beach, Volusia and Pinellas Counties have special buildings to house their county school administrative units. Other counties might well consider the advantages of space, convenience, and isolation from political influence in housing the county school administration. Furthermore, more adequate help should be provided in the county superintendent's office in many counties.

THE SPECIAL TAX SCHOOL DISTRICT

The constitutional provisions upon which the school tax district system in Florida is based are as follows:

"The Legislature may provide for the division of any county or counties into convenient school districts and for the election biennially of three school trustees who shall hold their office for two years, and who shall have the supervision of all schools within the district, and for the levying and collection of a district school tax, for the exclusive use of the public free schools within the district, whenever a majority of the qualified electors thereof that pay a tax on real or personal property shall vote in favor of such levy; Provided, that any tax authorized by this section shall not exceed ten mills on the dollar in any one year on the taxable property of the district." (Article XII, Section 10).

These provisions basically are those which were incorporated in the constitution of 1885; since that time only a slight change has been made in organic law affecting district organization. In 1921 the Legislature proposed that the constitutional three mill limitation on district tax levies be raised to ten mills, the present limitation. The proposed amendment was adopted in the general election of 1922.

It should be noted that the school district system for Florida was adopted at a time when counties were few and were very large. Often a trip to the county seat by ox team might take a day or more of hard travel. Distances had not been reduced by modern methods of communication and transportation; communities were isolated in a very real sense. Under this condition the district organization was designed to serve educational needs which would be difficult to meet in any other way.

Reorganization Essential

Intermediate units between the county school system and the local school are no longer needed in the sense they once were. Good roads and telephones in recent times have served to bring schools close enough to each other and to the county seat to permit a single unified system at the county level. The trend among states all over the nation is to eliminate and to consolidate school districts. For example, during the past year Georgia has abolished all of its special tax districts. Even though the old district organization is outmoded and no longer a requirement for satisfactory school administration the district unit might have gone unchallenged had it not become clear that it serves as a bar to satisfactory educational accomplishments. The special tax school district system has too frequently prevented the development of efficient and economical county-wide school programs, greatly accentuated inequalities in educational programs and tax burdens, and made for administrative confusion and conflict. For example, school district lines make it difficult—often impossible—for county school systems to reorganize inefficient small school units for the improvement of the educational program. Another handicap is the fact that financing a school building program on a district basis is unnecessarily expensive.

The county should be constituted the sole tax unit for each county school system. This change in tax principle is urged because of the virtual impossibility of providing uniformly for good buildings, equipment, transportation, and other values and services under the district system. Nearly always the great disparity of wealth between the districts in each county serves as an effective bar to educational development of the county system.

In 1945-46 there were 720 special tax school districts in Florida. Of these, 325 districts collected over \$2,000 from district taxes; 395 collected less than \$2,000 or a sum insufficient to pay a single well qualified teacher. Over one third of the districts, or 260, collected from district levies less than \$1,000; 135 less than \$500; 74 less than \$200. The number of districts has been reduced less than 20 per cent in the last twenty years.

If school districts are retained in any county it should be remembered that all of the people of the community have a stake in the public school but that under present laws only part of the voters have any voice in their government at the district level and in many cases only about 10 per cent of those participate in the elec-

tions. Present qualifications for an elector in a special tax school district are based upon payment of a tax upon real or personal property within the district. As a result a large number of the community residents including parents of children in school are not represented in the choice of school trustees and determination of district levies. In a poll of popular opinion conducted by the survey staff the public endorsed in a ratio of nearly two to one the principle that all electors of the district should have a voice in naming the trustees and in fixing the millage levies.

Special Tax School District Trustees

Special tax school district trustees elected to serve in the 720 districts of the state have widely varying educational and cultural backgrounds and their concepts of education and educational needs consequently are divergent. All, however, are alike in that they have accepted a supervisory relationship to the district schools without compensation and often without the appreciation and understanding of the communities which they serve.

Individual trustees serving their districts over the state reflect at one and the same time the best and the worst practices which are possible in school government. Often the individual school trustee represents the highest and best type of public servant. He may measure head and shoulders above any member on the county school board. In many individual instances the trustees have been able to cooperate with superintendents and boards of education to bring about outstanding school programs despite the fundamental flaws inherent in the present provisions for administrative organization. Such school systems are a credit to the ability and insight of the individual school officers concerned. In those communities which have failed to develop a significant leadership or from which potential leadership has migrated, the field of selection for trustees is so severely limited that often the position of trustee is assigned to persons of such meager education, such lack of vision or understanding, and such small ability to cope with educational problems that it is small wonder that the school or schools under their supervision can offer but an inadequate program for the children who are required to attend.

It should be remembered that these trustees are vested with powers which largely may determine the character of the school. The right to nominate teachers virtually gives trustees the power both of nomination and appointment, as the courts have held that trustee nominations must be confirmed unless they can be set aside for legal cause. It frequently happens that trustee nominations for teaching positions are made on the basis of friendship for local residents; the need of a local applicant for a position; or upon snap judgment. Often the trustee does not have any background

for appraisal of teacher qualifications, and tragically enough sometimes this does not make the slightest difference to him.

If school district trustees are retained in any counties their duties and the limits of their responsibilities should be set forth so clearly in the law as to prevent conflict or overlapping with the designated authority of the school board and of the county superintendent. It should be constantly in the foreground that their relationship is largely that of representatives of the school patrons. They may serve a very real purpose in interpreting the wishes and needs of the school community to the county officials and in keeping the schools close to the people. They should not, however, be charged with or exercise any of the executive functions or interfere in the operation of the instructional programs for the individual schools.

Lay Advisory Committee

If the desirable step of abolishing all districts by constitutional amendment should be taken, it would be sound practice to make provision for a lay group to be elected by the citizens for every rural school community and possibly for each school or for the schools of every city, the purpose of this group being to advise with the principal and the county school officials regarding the needs of the schools. The powers of this body, however, should be consultative and advisory and in no sense of the word prescriptive. Such a group could assist the principal and county superintendent in interpretation of the school program to a community and in turn interpret the school community and its wishes to the school administration. This group might well reflect the views of the community with respect to acceptability of teaching personnel, the adequacy of the phases of the program in which the school patrons are interested and on which they should be heard. This group might be called a citizens educational advisory council, or even school trustees if this should be preferred. They should not have the responsibility for recommending teachers, as that belongs to the principal and county superintendent, but they should have the right by unanimous vote to refuse to accept a teacher they do not consider suitable for the school. The county board should determine the logical school communities in the county which are to be represented by school trustees. However, when more than one school is included in any school community as prescribed by the county board, the patrons of any one of those schools should be entitled to petition the county board for an election to be held

at the school, when 25 per cent or more sign such a petition, to determine whether trustees shall be elected for that school.

THE LOCAL SCHOOL

The principal is recognized by law as the responsible head of the local school. Under the present organization he has a difficult position to fill. His nomination must come from the trustees and he is responsible to them for his position. Yet by law he is also responsible to the county superintendent and county board. As a result of this divided responsibility there have been instances when there has been little cooperation between the principal and the county superintendent, and the entire county program has suffered. Sometimes the principal works with the trustees to build up a school center which cannot be justified and an economical county program becomes impossible. Fortunately, in most situations, however, the cooperation has been commendable in spite of these organizational defects. Properly the principal should be recommended by a professionally qualified county superintendent to whom he would be responsible for developing an effective school program. The trustees of the school community, of course, should have the right to reject the nomination for good reason. The principal, when appointed, should cooperate with the county superintendent in selecting the best possible teachers for the school.

The principal should work closely with the advisory trustees for the school community. They should help to interpret to him the needs of the community and in turn should help to interpret to the community the program of the school. They should constitute a lay advisory group which would help to keep the community close to the school.

Organization of the Local School

The public schools in Florida generally are organized into twelve grades or years of work. Ordinarily the first six years of work are classified as elementary school; the next three, junior high; and the final three years as senior high school. Numbers of variations in these over-all groupings occur; some because of peculiar conditions defy classification in any standard groupings but the most common of the groupings by level, aside from that previously described, are those that provide eight years of elementary school work, four years

of high school, and the six year elementary with a six year high school. The organization of the public school according to level helps to determine the scope of the program, the age groups which will participate and the facilities which will be needed, but organization is relatively unimportant in achieving educational objectives. Of far more importance is the nature and character of the program which is offered. These have been outlined in detail in the chapters on the instructional program.

Importance of the Elementary School. The most important school work which is being conducted in any community is the work in the elementary school. This fact is often overlooked. Many communities take great pride in the fact that the high school is accredited not only by the state but also the Southern Association of Secondary Schools and Colleges. This pride is justifiable because the secondary school must meet objective standards of excellence to secure such ratings, but if the school receives such accreditation largely at the expense of an elementary school program through inadequate facilities, and poorly prepared and poorly paid teachers it may be dearly purchased. The elementary school is the foundation upon which the entire educational structure rests.

The Need for Adequate High Schools. Often in small centers the high school not only limits the common learning opportunities of elementary school pupils but also fails to discharge adequately its function in secondary education. The small high schools more frequently than not can be maintained only at prohibitive cost. It should be understood that through the use of transportation as an auxiliary school service children in most areas can be assembled in high school centers in such numbers that plant, equipment, supervision, specialized teaching services, and enriched curricula offerings are made possible at a low per capita cost. Continued progress toward the elimination of school units too small to function efficiently may be looked upon as vital to the development of the program of education in Florida.

School Terms. Florida schools now have a uniform nine month term for both elementary and secondary schools. Under the program proposed this term should be extended to at least 180 days of actual instruction. The weight of opinion over the country now is toward a year-round program of education. If Florida continues on a nine month basis of academic schooling, graduates of the schools may face a serious handicap. It may be assumed that since pupil growth is a continuous process the school has a continuing responsibility to provide guidance throughout the period of development without regard to season.

School Plant Utilization. It has also been urged that idle school plants are uneconomic. Maintenance and many other costs continue whether the plant is in operation or not. As a consequence there is a direct and positive correlation between the short term and increasing per capita costs for each day of instruction and between the limited use of the plant and inadequate community educational services.

Extension of the Program. Whatever provisions may be made for education and whatever groupings may be established in the way of organization it is certain that those charged with planning will be faced with an emerging popular concept of public responsibility for education of all citizens of every age, race and condition. If this concept is accepted it will mean a general extension of education both

to older and younger age groups than are now served by the public schools. The public school program will have some educational responsibility for all who are not served in the institutions of higher learning either on campus or through extension facilities.

Nursery schools, kindergartens, junior college and technical programs in the large centers, adult education, vocational education, recreation programs, community library services and the many other services discussed elsewhere in this report must be provided as needed. This means that the organization of the local school cannot be merely a traditional academic organization but must be expanded and modified to meet the need of the expanding program.

In addition to sponsorship of and cooperation with all educational activities in the community, the local school will become a clearing house for dissimulation of educational information of all types. In short, the school should become a center of community interest for all activities affecting educational, cultural and recreational activities of the people.

SUMMARY OF RECOMMENDATIONS

1. *The county board of education should be established as a constitutional policy-determining body composed of five to seven members, the size depending upon the population of the county.* A three member board is too small and tends to become executive; a larger board tends to become unwieldy. As a matter of general principle and practice, to help to assure that each member will be interested in a county-wide school system rather than just in the schools of the district in which he resides, board members should qualify for nomination and election by school board residence districts but they should be both nominated and elected by county-wide vote. They should serve for overlapping four year terms and under constitutional provisions, should receive in the way of compensation a per diem of ten dollars plus travel for not to exceed eighteen meeting days per year.

2. *The county board should be the policy-determining and rule-making authority for the county school system.* All executive functions within the framework of law, regulation and policy should be delegated to the county superintendent.

3. *The county superintendent of education should be appointed by the reorganized county board of education.* Appointment should not be contingent upon residence; the board should be free to select the best man available without geographic restriction. The term of office of the county superintendent should begin July 1 instead of in the middle of the fiscal year as at present. Minimum

qualifications for the position of county superintendent should be graduation with a masters degree from an accredited college or university and proper training in school administration, finance and supervision as evidenced by a graduate certificate in administration and supervision, and at least two years experience in public school administration. All incumbent superintendents should be deemed eligible for the position because of qualifying experience in service.

4. *The county superintendent should serve as the executive official responsible for administering the school program under the controlling policies and rules of the county board.* Necessary changes should be made in the law to assure that this relationship will be observed.

5. *The Constitution should be amended to provide for abolition of special tax school districts.* To compensate for loss of district revenues the constitutional county school millage limitation should be increased accordingly.

6. *The Legislature should provide for the election by each school community of advisory local school trustees for each school.* This provision will help to keep each school close to the people of its community and to assure that the patrons have official representatives who understand and can make known their problems and needs. Each adult who lives in the attendance area of the school should be entitled to participate in this election. The powers, duties and responsibilities of the school trustees should be redefined to avoid all elements of dual control. These trustees should have the right to reject by unanimous agreement any teacher recommended for the school. The right to initiate recommendations should rest with professionally trained county superintendents and principals.

7. *The local school should be organized to meet the needs of the improved school program.* The principal should be recognized as the key to better local school organization and steps taken to assure that each school is headed by a principal who is qualified to meet the expanded responsibilities which are proposed.

CHAPTER XVI

THE STATE SCHOOL SYSTEM

The state organization for education is an important factor in determining the adequacy of the educational program in any state. Sound constitutional provisions, good laws and a plan which will assure competent leadership will facilitate the development of a good program. On the other hand, any weakness in the state plan is likely to handicap the proper development of education.

In Florida, as in other states, education is recognized by constitution and by statutory law as a function of the state. Local school officials and agencies derive their powers and authority and their educational responsibility from state law. This law must establish the framework under which a state-wide system of locally administered schools may provide educational opportunities to all children in accordance with acceptable standards. The State Board of Education is the proper agency to which a large measure of responsibility should be assigned for making this framework of law effective at the state level through establishment of policies, rules and regulations.

THE STATE BOARD OF EDUCATION

The present State Board of Education for Florida derives its legal charter from the Constitution of 1885. The board is composed of the Governor, Secretary of State, Attorney General, State Treasurer and State Superintendent of Public Instruction. There are advantages and disadvantages in having an ex officio board of this type to administer the state system of education. The advantages may be summed up in the statement that the chief officers of the state government serving on such a board have a perspective which involves government in its totality and are able thereby to plan for education with a first hand knowledge of the total resources and needs of the government.

Organic weaknesses in the board structure in Florida have not been readily apparent because of the typically high quality of the men who have served as members and because of their statesman-like concern for the development of a good educational program. It should be remembered, however, that it is difficult for any

political officer or political board willingly to sponsor controversial issues however worthwhile they may be. Under the present system minority opposition by the electorate might easily foredoom the most forward looking programs for Florida education.

One great weakness of the present State Board is that it is not organized to achieve unity in administration of the state program of education. Under the law, administration of higher education is delegated to the Board of Control and that of the public school system to the State Superintendent and his staff. Despite the interrelationship and interdependence of common school and higher education these branches of education have had relatively little coordination, not because of the failure of any officer or agency but because the organization itself has been such that unity in administrative plan has not been feasible.

The State Board as now constituted with each of its members serving on other governing boards and each charged with the direction of a large department of government can give but little time or attention to education. It must rely on the Chief State School Officer and the Board of Control for state policies and administration of the public school program and the system of higher education. The success of the system has been dependent largely upon the voluntary cooperation of all educational officers and agencies at the state level, but the system can offer no assurance that corporate and executive responsibilities will continue to be discharged on the same high plane. The next State Superintendent may have all of the personable qualities which are needed for success at the polls and at the same time he could be less than competent, less than honest, and less than sincere in his aims for public education. The next Board of Control could be appointed by a politically motivated governor who might wish to use the system of higher education to gratify his personal and political whims, desires or ambitions. The State Superintendent, the executive officer of the board, is elected by the people and is as much responsible to them as to the board—there is thus a possibility that serious conflicts might develop. These are contingencies which, while not expected, are none the less inherent in the present plan for educational organization at the state level.

In America from the earliest times the people have wanted to keep in close touch with education and to hold in strict accounta-

bility those who were charged with responsibility for its administration. From these early times it has been customary to have a lay board at every level of authority to whom the people could look as their representatives in the direction of education and over whom they could exercise control.

It may be urged that the present State Board of Education is close to the people and is truly representative because all members are elected by state-wide vote. While this argument is true it overlooks the fundamental fact that the ex-officio board members are elected primarily to serve in other capacities, and their functions as members of the State Board of Education are definitely of a secondary character. For example, a candidate for Governor, Secretary of State, Attorney General, or State Treasurer may be an outstandingly good board member and a poor prospect for constitutional office or an outstandingly poor member of a Board of Education but almost indispensable as an executive officer for a great department of government.

Florida is entitled to a unified system of education under an organization with plenary powers for the establishment of minimum standards and with the guarantee that rules, regulations and policies will be put in force and effect through the Department of Education by an executive who has been selected by the board and in whom it has voluntarily reposed confidence and trust.

Selection, Appointment and Tenure

The establishment of an appointive board should be undertaken with all of the implications in view, both immediate and future. Certainly the people have stated emphatically that they want a non-political administration for Florida education. If this ideal is to be achieved care will need to be exercised in defining the board. Inasmuch as the appointment of a board of education will be perhaps the key to the development of a program of education for Florida, the machinery of selection must be safeguarded insofar as humanly possible from any contingencies which might bring about selection of less than qualified men and women. The number to constitute the board, qualifications for office, procedures of appointment, term of office and other considerations proper to the establishment of a State Board of Education will need the most careful thought.

Probably the best way to safeguard appointments from personal or political considerations would be to make them the joint responsibility of the top levels of government with executive, legislative and judicial branches recognized on an ex-officio committee of appointment. It is recommended that this appointive committee be composed of the Governor, Secretary of State, Attorney General, State Treasurer, President of the Senate, Speaker of the House, and Chief Justice of the Supreme Court. It will be recognized that the first four named are now members of the State Board of Education and are acquainted with the problems which will face the new board. It is believed that the committee suggested for appointment, with its acquaintance with the executive, legislative and judicial problems in education, will be able to select a board membership second to none in the nation.

Number of Members and Term of Office

The proposed State Board of Education should be comprised of nine members. The term of office probably should be fixed at six years or longer. Appointments should be staggered so that a majority of the membership will be continued each year despite periodic appointments.

Qualifications

The membership of the State Board of Education should be made up of laymen of outstanding ability from any walk of life but they should be so chosen that all areas of the state will have representation on the board. They should be persons of intelligence and integrity and have a deep interest and understanding of education and general educational needs. It is doubtful that, aside from residence, and hard and fast qualifications subject to objective measurement should be established, but the selecting body should realize that this board will be in a position to help or handicap education in the state and should understand that the delegation of responsibility for appointment places them under an obligation to discover and draft for education the ablest men in the state.

Duties and Powers of the State Board

The State Board of Education should maintain an overview of education but this overview should not be extended in a way which would jeopardize local control. While certain prescriptive

powers are necessary at the state level these should be confined largely to the establishment and maintenance of minimum standards, an objective overwhelmingly approved in the recently conducted poll of the citizens of the state. Among the minimum standards which are desirable, even necessary, at the state level are those which assure the safety and health of pupils; minimum school terms; a trained teaching staff; budgetary controls on expenditure; and limitations upon current and capital outlay obligations. Perhaps the most important single function of the board will be the selection of a Commissioner of Education who will be held responsible for the proper discharge of all administrative and executive duties at the state level.

In order that the development of education may not be handicapped retarded, and circumscribed by outmoded organic and statutory laws, only those patterns of organization and administration which are necessary to assure a responsible administrative structure and to guarantee basic provision for educational opportunities for Florida's people, health and safety and security of pupils and educational personnel and protection for the state's investment in education should be prescribed by law. These constitutional and statutory provisions should provide a framework within which the State Board of Education would be given discretionary authority in formulating and establishing minimum educational standards for guidance and coordination of educational programs.

This basic change proposed at the state level is designed to bring about coordination and integration of educational programs through unified organizational patterns and administrative procedures. This unity in design not only comprehends a single board through whom all educational policy will be cleared but also a single executive charged with responsibility for execution of board policy and administration of the educational program of the state.

CHIEF STATE EDUCATIONAL EXECUTIVES

One of the major responsibilities of the State Board of Education will be to make a thorough canvass of available talent and select the best qualified person to serve as Commissioner of Education for the state.

Qualifications of Commissioner of Education

The Commissioner will have responsibilities for the establishment and maintenance of acceptable educational standards, policies, and procedures. In order to measure up to these high responsibilities, he must be a man of broad understanding not only of

the professional problems with which he will work but also of the purely administrative problems with which he will be faced. Because many of the qualities needed in the chief state educational officer defy objective measurement, it is not feasible to specify in detail qualifications other than of an educational nature as prerequisites to office.

It should be recognized in this connection that while scholarship is important, it is not any more important to the success of a chief state educational officer than numbers of other characteristics which are necessary in combination with scholarship to assure a successful educational administrator. Furthermore, in consideration of the qualities which are necessary and desirable, questions of balance among qualifications of scholarship, administrative talent and skill in public relations should not be ignored. Normally the board would be expected to appoint a person who had completed his doctoral training in a recognized institution of higher learning. These educational qualifications probably should be imposed by the board. An outstanding example of this type of control is found in New York state; neither the Constitution nor the statutes provide a limitation upon the right of the State Board of Regents to select its executive officer. As a matter of practice, however, for a great many years no Chief State School Officer in New York has been selected who had not completed his doctoral training.

If the provisions which have been recommended for the establishment of a State Board of Education are accepted and put in force, the board almost certainly will be composed of able, understanding and conscientious men who will be free from undesirable political pressures. Such a board should be given freedom in selection of its chief state educational officer without any but self imposed limitations. The state would have a right to anticipate, however, that the board would select men who were not only well educated but also who were outstanding administrators in the educational field.

Appointment and Qualifications of Superintendent and Chancellor

The Commissioner of Education will be expected to recommend to the Board of Education for appointment two persons for the positions respectively of State Superintendent of Public Instruction and Chancellor of the University System. These men should have qualifications in their respective fields which equal in every respect those of the Commissioner of Education.

Tenure of Educational Officers. The Commissioner of Education, the Superintendent of Public Instruction, and the Chancellor should serve under contract at the pleasure of the State Board. Initially short term contracts might be found desirable although this would

be a variable depending upon the persons involved and upon circumstances at the time the contract might be proffered. Probably no contract should be entered for a period longer than five or six years although any contract should be subject to renewal or renegotiation if the board considered such action necessary or desirable.

Salary of Executive Officers. Salaries for Chief State School Officers and superintendents of the larger city systems range as high as \$25,000 annually. Salaries of ten to fifteen thousand dollars annually are fairly common. Certainly a niggardly policy in payment of salaries for the highest executive posts in the state's educational system will limit the possibilities for securing the best men for these important positions. No hard and fast salary schedule is here urged upon the proposed State Board of Education. It is recommended, however, that the board be authorized to pay the salary which may be found necessary to attract outstanding leadership.

Duties and Responsibilities of State Educational Officers

The Commissioner of Education should serve as secretary and executive officer for the State Board of Education. It is to the Commissioner that the board will look for execution of all of its policies and for advice and counsel in preparation of rules, regulations and policies. The Commissioner of Education through the State Superintendent and the Chancellor of the University System will direct the state administration of education. The three officers together with executives whom they may select will serve also as a coordinating and integrating agency for all problems at every level of education.

The Superintendent of Public Instruction should serve as the directing head of the public school system. While any matters affecting this administration which go before the State Board will clear through the Commissioner, it should be recognized that this is necessary to coordination and does not indicate a relationship of superior officer and subordinate but rather of senior and junior partner in a large enterprise.

The Chancellor of the University System should stand in the same relative position to the Commissioner as does the State Superintendent except that his primary concern will be with the insti-

tutions of higher learning and he will represent the officers of these institutions in all matters relating to their government under law and regulations.

INTERIM PROCEDURE

It is recognized that all of the recommendations for reorganization cannot be made effective immediately. The State Board of Education and State Superintendent have been created by constitutional enactment and as a result may be redefined only by constitutional change. Despite this fact some immediate steps looking toward ultimate reorganization may be taken.

The statutes should provide for an interim Board of Public Instruction of seven members to be appointed in the immediate future by the Governor. This board should serve in much the same relative capacity for public schools and in the same relationship to the State Board of Education as that of the State Board of Control to the institutions of higher learning and the State Board of Education. The present State Superintendent should be responsible for execution of policy for this board as well as for the State Board of Education. Probably, however, after responsibility has been placed upon the State Superintendent it will be found desirable for him to appoint an Assistant State Superintendent who would serve for him directly with the interim board. One of the criticisms of the present organization is the fact that the Chief State School Officer's time is so taken up with affairs of the boards on which he serves that he has less than enough time to devote to evaluation of and plans for the school program. The creation of the new statutory State Board of Public Instruction will serve to lighten to some degree the burden on the State Board of Education and should allow, if the foregoing suggestion is accepted, the State Superintendent more time for personal work with his departmental program.

As a corollary of the above procedure the statutes should provide for the appointment as soon as possible of a Chancellor of the University System. Appointment should be made by the Board of Control subject to approval of the State Board of Education. The Chancellor of the University System should serve as executive officer for the Board of Control and should be its liaison

agent with the State Board of Education and the public school system.

The State Board of Education would continue to function under its constitutional charter but much of its business could be delegated, and in overview and policy formulation it could serve to unify the entire program.

ADMINISTRATIVE CHANGES NECESSARY

Since adoption of the 1885 Constitution, Florida has been fortunate in selection of its Chief State School Officers. All have been men with the best interests of education at heart and all have been men of honesty, integrity and ability. Each has left a contribution to education in Florida. Each of these state superintendents, however, has been confronted with a different situation than that which confronted his predecessor. For example, something different was required for organization at the state level in 1885 than today. The public school enrollment for the state in 1885 was 70,997; today, approximately 435,000. Growth in enrollment, changes in philosophy of and ideals for education have been continuing and it is not surprising that each new State Superintendent has found it advisable to meet these changes with new and more adequate means for discharge of responsibilities at the state level.

The present State Superintendent upon assuming office in 1937 found it necessary to increase personnel and services at the state level considerably in order to assure desirable outcomes for education. This decision has been most meaningful in implementing the Florida program of education but, as will be shown in the section on the Department of Education, the state will need to provide the means for additional services to be rendered.

STATE DEPARTMENT OF EDUCATION

In the following discussion of the State Department of Education it should be understood that each reference to the department also includes the State Superintendent. The State Superintendent is at one and the same time the organizer, the director, and a member of the State Department of Education, and in a sense *is* the Department of Education, as he must authorize, approve and assume responsibility for all of its acts.

The State Department of Education has been established by the statutes as a supervisory and administrative agency for carrying out the purposes and objectives of educational law under the direction of the State Superintendent and policy controls of the State Board of Education.

An Appraisal of the Department

In 1937 the divisions and services of the Department were organized to assure an effective integration and coordination of administrative and instructional effort.

First, emphases were placed upon problems which were largely of an administrative and fiscal nature. During the 1937 legislative session, bills were prepared by the Department and were passed by the Legislature which have (1) provided budgetary controls for maintenance of solvent educational systems, (2) enabled counties to effect large reductions in bond debt through liberalized refunding programs, and (3) assured coordination of courses of study planning and textbook adoptions through establishment of a courses of study committee and professional standards for textbook selection.

Through cooperative efforts of the Department, the Legislature and educational and lay organizations the school laws were codified in 1939. Although many duplicating and contradictory laws were repealed by the School Code the project was essentially one of codification rather than a revision or an effort to redefine school law. With all of the weaknesses of present laws which govern school administration, the School Code has been of immeasurable benefit to school administrators in providing clarification of legal purposes and in provision for a ready reference and index to educational statutes.

Minimum standards which safeguard the educational program in Florida are provided by rules and regulations which have been prepared in and proposed by the Department of Education in cooperation with individuals and educational agencies in the field. Among these minimum standards may be listed the transportation regulations which largely have been instrumental in giving Florida an outstanding safety record in pupil transportation; fiscal controls which have saved Florida counties and taxpayers millions of dollars; policies which have prevented unplanned and untimely building; rules for disbursement of state school funds which have encouraged consolidation of small uneconomic schools; and the establishment of school accreditation policies which have served to improve both instruction in and administration of schools and school systems. In addition the Department has provided outstanding leadership in the development of administrative services such as school finance, school buildings, school lunch rooms, transportation, textbooks and library administration.

While the original emphasis was given to problems which essentially were administrative, the instructional problems were not forgotten and a program for the instructional improvement of Florida schools was launched. This program was concerned primarily with the establishment of curricula, school supervision, standardization, accreditation, and teacher education. This phase of the Department program has been continuing and has been strengthened from year to year. Courses of study materials have been developed; workshops and conferences for teachers have been sponsored and staffed; supervisory

services have been instituted, the professional advisory and consultative services have been maintained. Numbers of special services either have been instituted or the scope and character of their work have been expanded and intensified. Among these services are vocational agriculture, home economics, trade and industrial education, vocational rehabilitation, diversified cooperative training, provision for exceptional children, certification of teachers, and the state scholarship program for training of teachers.

It is generally conceded that the Florida Department of Education is not only among the best organized and best directed in the nation but also that its individual members are outstanding in their professional fields and are able to offer leadership of a high character to the school systems of the state. They are frequently called upon to direct or assist in the development of regional and national studies and are represented on programs of professional organizations throughout the nation.

It should be emphasized, however, that the Department of Education will need to be considerably expanded and perhaps reorganized to some extent if it is to provide maximum leadership and is adequately to discharge its function in the state educational system. Consideration should be given to the possibility of using a portion of the state supervisory service fund for needed supervisory services in important phases of administration and finance.

Department Expansion

Expanded services of the Department should be conceived only in terms of verifiable and justifiable needs of education. Under this limitation some services which would be considered highly desirable by many educators and laymen would need careful scrutiny before acceptance and perhaps would need to be rejected. However, there is a pressing need for additional personnel in administrative, instructional, and coordinative posts.

Administrative Personnel. Much unnecessary work and expense in the county systems could be eliminated and substantial services could be effected if the Department maintained a full-time field consultant in finance. This person should have administrative experience in education and a background of training in accounting. It goes without saying that he should be thoroughly familiar with Florida educational accounts, records and reports. A competent field man could be of measurable help to superintendents in preparation of budgets, annual reports, maintenance of accounting records, and training of office personnel and to principals in handling their accounts.

The state is faced with a school building program which during the next ten years according to conservative estimates will cost in excess of \$100,000,000. At present only a single staff member is assigned to this field; at least an architect, a specialist in the field

of school lighting, a maintenance expert, and a field man for building surveys could be employed with profit to the program. It would be a serious mistake for the state to authorize through its budgetary and building controls a program of this magnitude without having an adequate staff to provide leadership at the state level.

The school lunch program upon which federal, state, and local systems will spend approximately \$8,000,000 next year will require additional supervision at the state level or many of the potential values of the program will not be realized. The disbursement of this large sum will involve educational and instructional direction of the program; work on a state-wide basis with records, reports and accounting; liaison both with school systems and the Federal Government; purchase of equipment; and allocation of federal money.

Instructional Personnel. With increased support at the state level for public education there is an obligation upon the part of the state to see that its investment is well spent and that its purposes have been achieved. This will mean an improved and expanded supervisory program. The instructional supervisors already at work have been of measurable benefit to the educational program, but they are too few to meet the needs of an expanding school program. In addition to the need for additional supervisors of instruction there is a definite need for a full-time person for curriculum and courses of study planning. Another specialist is needed to centralize responsibility for problems involving teacher training both pre-service and in-service. This person could be of considerable help in working with the teacher training institutions in development of curricula and in sponsoring and helping with work conferences, workshops, and with the development of criteria for faculty study groups and professional reading circles. Additional personnel in the field of school standardization and accreditation and in the field of teacher certification also represent pressing needs. Someone to coordinate the work in all phases of vocational education would also be desirable.

Coordinative Personnel. Problems affecting the welfare of pupils will need to be centralized in the department and a competent person will be required to direct this phase of the program. Primary emphasis should be devoted to pupil attendance as there are many evidences of unsolved problems in this field.

Among the most important needs for the Department is a division or section of research. Such a division would have implications for all services rendered by the Department. It could keep abreast of all current developments in education, classify such information and make it available to service heads. All kinds and types of statistical data or other information could be analyzed and relationships to the program be revealed. In addition the Department could build up a library of classified information available to all which would be extremely useful in furtherance of educational objectives.

There is great need for Department of Education leadership in coordination of educational activities of all kinds. Every agency in the state has some kind of educational program or agenda. Often these efforts are duplicating, sometimes they are unsound, and almost always they are prepared in isolation and, consequently, miss the opportunity for cooperation in attainment of objectives. It is suggested that a person in the Department who could devote full-time not only to the educational program of tax-supported agencies but also to the educational programs of social, civic and religious organizations and groups would be able to solve many problems through coordination of educational programs.

Department Organization

In 1937 the Department of Education was organized with two major divisions. One division was assigned those duties, responsibilities, and services which were purely fiscal and administrative; the other was assigned the duties, responsibilities and services which were predominantly, if not exclusively, instructional. Probably no better plan at that time would have been feasible. The State Superintendent who is required under constitutional and statutory provisions to devote a large portion of his time to the problems of general government could not be expected to work in close supervisory relationship to each service rendered by the Department. It was necessary to secure coordination and integration of services through strong staff organization and to rely largely on the division directors for proper functioning of the entire Department. Uniformly able men have served in these two responsible positions and excellent results for education have been achieved.

State Department of Education activities have become many, varied and diversified. Many of these activities are in specialized fields. The expanding and intensifying services of the Department require an organization simple enough so that the directing head of the state school system can place definite responsibility on executives with whom he will have time to confer and plan and at the same time comprehensive enough to assure that related major services have informed and articulate representation in top level councils.

If the recommendations of this section of the report are accepted, the Commissioner of Education, the State Superintendent of Public Instruction and the Chancellor of the University System will devote full time to educational problems. This will mean that the Superintendent of Public Instruction can work effectively with a group of from three to five executives each of whom would not only serve as a director of a major service or a group of related services but also would have membership on a council which would be expected to provide close coordination and integration for the state program of education. In planning the organization of the Department the criteria proposed by the National Council of Chief State School Officers should be followed.

SUMMARY OF RECOMMENDATIONS

1. *A new State Board of Education with nine non-salaried lay citizens as members should be constituted to exercise the duties and responsibilities now vested in the ex officio State Board of Education, the Board of Vocational Education, the State Textbook Purchasing Board, and the State Board of Control.* In addition the Board of Education should be vested with the supervision and administration of the educational programs in all institutions under the jurisdiction of the Board of Commissioners of State Institutions. This new board, therefore, should have responsibility for all phases of education. It could not be established, however, until after a constitutional amendment has been adopted. At least one member should be appointed from each congressional district and no more than two should be appointed from any one district. Vacancies on the board which have been created by death, resignation, dismissal or other causes should be filled in the same manner as that provided for original appointment. Initially, three members should be appointed by the appointing committee for a period of two years; three appointed for four years; and three appointed for a period of six years. Thereafter each board member should be appointed for a term of six years.

2. *The reorganized State Board of Education should be authorized to appoint a State Commissioner of Education who should serve as its executive officer.* The Commissioner should have an earned doctorate degree with special training and qualifying experience which would enable him to serve as coordinator for all phases of education. This recommendation, likewise, cannot become effective until a constitutional amendment has been adopted.

3. *The reorganized State Board of Education should also be authorized to appoint on the recommendation of the Commissioner (1) a State Superintendent of Public Instruction to serve as the executive in immediate charge of the public school phases of the program, and (2) a Chancellor of Higher Education to serve as the executive in immediate charge of the program of higher education.* The State Superintendent should have an earned doctorate degree and should have special training and experience which would qualify him to serve as leader for the public school program. The Chancellor of Higher Education should also have an earned doctorate degree and should have special training and experience which would qualify

him to serve as leader and executive for the state system of higher education. These positions should be filled by men equal in dignity and prestige to that of the person serving as Commissioner.

4. *In the interim, until the required constitutional amendments can become operative, two steps should be taken: (1) An interim lay State Board of Public Instruction of seven members should be appointed by the Governor to serve for the public schools in the same relative capacity as the Board of Control now serves for the institutions of higher learning—with the State Superintendent serving as secretary and executive officer, and (2) a properly qualified Chancellor of Higher Education should be appointed by the present State Board of Education on recommendation of the Board of Control; the Chancellor to serve as secretary and executive officer, for the interim, to the State Board of Control.*

5. *The State Department of Education should be further expanded to render efficiently the services required and to assist in improving all phases of education in the state. Although the State Department of Education is recognized as one of the best directed and organized in the nation, it is not yet fully staffed to render properly the services which will be needed for a greatly improved educational program.*

CHAPTER XVII

THE PATTERN OF HIGHER EDUCATION

The 1945 Legislature, in Senate Concurrent Resolution No. 3, authorized and requested the Florida Citizens Committee on Education to . . . "make an analysis, survey and study designed to provide a sound program for the future development of the system of higher education for the State of Florida . . ." In making this study it has been found desirable to consider trends and emerging patterns, not only in Florida, but in other parts of the Nation. A presentation of some of these developments should be helpful as a background for arriving at conclusions regarding a program for Florida which can be "based and provided upon principles of efficiency, economy and coordination" as requested by the Legislature.

SOME SIGNIFICANT NATIONAL TRENDS

The first colleges to be established in America were organized primarily for the education of men for the ministry. They were supported wholly from gifts and from tuition and were not what would be called today strong institutions. Their entrance requirements were low; the faculties were not too well educated; the attendance was small and irregular, and the curriculum exceptionally narrow. These colleges sprang up in New England and in other eastern states in the seventeenth and eighteenth centuries and formed the early pattern of higher education in the new world.

Organization of State-Supported Institutions

State-supported institutions of higher education are essentially a product of the nineteenth century. As civilization moved southward and westward the people became more and more inclined to tax themselves for education on all levels. The Universities of Georgia, chartered in 1785 and formally opened in 1801, and North Carolina, chartered in 1789 and opened in 1795, were the first state institutions of higher education to be established in the Nation. These, like the earlier private colleges and universities, were open only to men.

The western and middle western states felt no obligation to follow the patterns of either the East or the South. The Universities of Utah, established in 1850, Iowa in 1856, Washington in 1862, Kansas

in 1866, Minnesota in 1868, and Nebraska in 1871 admitted women from the start. Indiana opened its doors to women in 1868, the University of Missouri in 1869, and the Universities of Michigan, Illinois, and California in 1870. Ohio State permitted women to enroll in 1873 and Wisconsin in 1874. All of the state universities west of the Mississippi River established after 1871 admitted women from the start.

The passage of the Morrill Act in 1862 was responsible for a further change in the pattern of higher education. This act which gave financial assistance to the states for the promotion of agriculture and the mechanical arts on the college level resulted in the establishment of a number of new institutions of higher education and the strengthening of existing colleges. "A and M" Colleges were created as separate institutions in many states where state universities were already in existence. These institutions became competitive in nature and in most instances have continued so through the years. In other states the A and M College became a part of the state university and brought to the existing institution additional support and new opportunities for service.

The privately supported colleges gained such a strong foothold in the eastern part of the nation that the state universities and colleges have never been as popular as they are in the Middle West, the West and the South. The Land Grant Institutions founded in the East as a result of the passage of the Morrill Act found difficulty in making a place for themselves. As a result, there is not today a state-supported institution of higher education entirely publicly controlled in the East that compares favorably in service, rating, and prestige with the stronger state universities and colleges to be found in other parts of the country. And conversely there are only a very few privately supported colleges and universities in the entire United States outside of the eastern area that compare favorably with the great endowed universities and colleges of the east.

This dual system of education in the nation is gradually shifting from a pattern that was in the seventeenth and eighteenth centuries and the early part of the nineteenth century either wholly private or predominantly so to one that promises to be largely state supported in the years ahead. By 1940 the enrollments in publicly controlled institutions had reached fifty-one per cent of the grand total of all college students in the country. This does not mean that the private institutions are in any danger of passing out of existence; it does mean that the state institutions are gaining in support, in enrollments, and in prestige. Some of the state universities and a few of the state colleges are building up endowments today that are beginning to rival the endowments of some of the old and well established private institutions. The income of the state institutions from these funds affords opportunities for certain types of research and for other types of scholarly activities often not encouraged under legisla-

tive appropriations by the states.

It is interesting to note that in four states in the nation—Delaware, Nevada, New Mexico, and Wyoming—all of the institutions of higher education are state supported. There is no state today in which one or more of the institutions of higher learning is not state supported. There are some states, however, in which the great majority of the students enrolled in colleges and universities are attending private institutions.

Special Provisions for Women

Another factor influencing the pattern of higher education in America was the interest in the education of women that developed in the early part of the last century. All of the early privately supported universities and the first of the state universities were open only to men.

The South was a pioneer in the education for women. Georgia Wesleyan College, chartered as Georgia Female Seminary in 1836, is America's oldest college for women. Sayre School for Girls in Lexington, Kentucky, was chartered in 1854 and continued as a college until 1928 when it was reduced to secondary rank. But the movement to create women's colleges did not get under way effectively until the last half of the nineteenth century. Rockford College was established in 1849, Emira College in 1853, Vassar in 1861, Wells in 1868, Wellesley in 1875, Smith in 1875, Byrn Mawr and Mills in 1885 and Goucher in 1888. Radcliffe College was founded in 1879 and Barnard in 1889 as coordinate colleges of Harvard and Columbia Universities respectively. So great was the pressure during the last half of this century to admit women to existing institutions or to create new colleges for them that the governing body of Cornell University voted in 1872 to open its doors to women, and Massachusetts Institute of Technology admitted women in 1883. The graduate schools of Yale and of the University of Pennsylvania were opened to women in 1892.

The Junior College Movement

Still another factor which has already had considerable effect on the pattern of higher education and which promises to have even a larger effect is the junior college movement. The junior college is a product of the twentieth century. It has made greatest strides in gaining a foothold in the states west of the Mississippi River and has found firm footing in many communities in the eastern part of the nation. With the great influx of students to the colleges at the present time, and with large numbers being denied admission because of inadequate housing facilities, there is a likelihood that pressures may arise from many local areas for the establishment of junior col-

leges to relieve senior institutions and to insure college training to the great army of young women and young men to whom it was denied during the war years.

Trends in the Southern Region

The South was a pioneer in the establishment of state-supported institutions of higher education. Long before the passage of the Morrill Act most of the Southern States had built an institution of higher education. Following the passage of this act many of these states established separate Land Grant Colleges with the result that in no other area of the nation is there to be found so large a proportion of states with state universities maintained separately from the Land Grant Colleges.

But the most interesting educational development in the South was the creation of state-supported colleges for women. The South has always sought to provide education for her people comparable to that to be had in other areas of the nation. As previously noted, America's oldest college for women was chartered in Georgia in 1836. But however much the South believed in education, the Civil War left it without the wealth to found new institutions. With the rise of institutions for the education of women in the North and Northeast the South began to seek means of providing similar opportunities for her women.

Lacking the wealth of the North and East there seemed to be but one means of establishing and supporting these schools—that was from public funds. As a consequence, the South developed its own peculiar pattern of higher education.

Mississippi was the first southern state to authorize the establishment of a state-supported institution for the education of women. The act creating Mississippi State College for Women was passed in 1884. It provided that the name of the school should be "The Mississippi Industrial Institute and College for the Education of White Girls of the State of Mississippi in the Arts and Sciences." The name was changed to its present form in 1920.

The second women's college to be established in the South was the Georgia State College for Women which was chartered by the Legislature in 1889. The official name of this school was the Georgia Normal and Industrial College. In 1922 it was given its present name and was given authority to confer degrees.

North Carolina College for Women was created by an act of the Legislature of 1891. The original name of the school was the Normal and Industrial School for White Girls. It became the North Carolina

College for Women in 1918 and a unit of the University of North Carolina in 1932.

Although the South Carolina Industrial and Winthrop College was created by an act of the Legislature in 1891, it was not opened until the fall of 1894. The first session was held in Columbia, South Carolina. The school was moved to Rock Hill in 1895 and the name was changed to Winthrop College in 1920.

The fifth state-supported college for women in the South, Alabama College for Women, was created by an act of the Legislature in 1893 as Alabama Girls Industrial School and was opened in the autumn of 1896. The school was founded as an industrial institute for white girls and its curriculum, as were those of the institutions created previously, was definitely vocational in character. So poor were the existing schools in Alabama that the new institution found it necessary to accept students in the sixth grade. The name was changed to Alabama College in 1923.

The Texas State College for Women was established in 1901 as "The Texas Industrial Institute and College for the Education of White Girls of the State of Texas in the Arts and Sciences." This school, like its predecessors, placed special emphasis upon a vocational curriculum. It opened its doors in the autumn of 1903. The name was changed later to the College of Industrial Arts and still later to Texas State College for Women.

As a result of the passage of the Buckman Act, the Florida State College for Women opened in the fall of 1905. This was the first state-supported women's college in the South that was created to admit students on the college level only and which was not designed to serve more or less as a vocational school for girls.

The Oklahoma College for Women, *the last state-supported college for women to be established in the United States*, was chartered as "Oklahoma Industrial Institute and College for Girls" in 1908.

The only states in the South that did not establish separate state-supported colleges for women are Arkansas, Kentucky, Louisiana and Tennessee.

The growth of the first of these new institutions for women was slow. The great majority of the enrollees were studying high school subjects. There were few secondary schools in the South at the close of the last century and the offerings of the women's colleges were necessarily on the high school level or lower. When the Mississippi State College for Women was created in 1884 there were only eleven public high schools in the state. When the Georgia State College for Women opened in 1891 there were only fifteen public high schools in Georgia. In North Carolina in the same year there were only four public high schools, while in South Carolina only eight were reported. Thus it is seen that these newly created colleges for women, with the exception of the Florida institution, were little more than state secondary schools in their early beginnings.

EARLY DEVELOPMENTS IN FLORIDA

Higher education in Florida has an interesting and unusual history. Florida was organized as a territory of the United States in 1822. A year later the Congress of the United States reserved the usual two townships of land for the establishment of two higher education institutions. In December, 1835, authorization was given for the location of the townships and by act of Congress they were to be sold for the support of a university whose governing body was to be a board of fourteen trustees. No institution was created under this authorization. When Florida was admitted to the Union in 1845, Congress granted to the new state two townships of land. These were in addition to the two previously reserved for the state to use in establishing two state institutions, one to be located east and the other west of the Suwannee River. The Florida Legislature the following year appointed a board of four members to canvass possible locations for the two schools. It was not until 1851 that the Legislature of the state authorized the establishment of these new institutions. This act provided that "*the first purpose . . . shall be the instruction of persons, both male and female, in the art of teaching all the various branches that pertain to a good common school education.*" These schools were in all probability of secondary rather than collegiate level.

Attention should be called at this point to two things—first, that in the original act it was evidently intended that the two schools should be open to men and women alike; and second, that the first and fundamental purpose of the two institutions was the education of teachers. Each institution was to be under the direction of a board of three members to be appointed by the Governor with the consent of the Senate. In addition, the State Superintendent of Schools and the County Superintendent of Schools in the county in which the seminary was located were to be members, ex officio, of the board, thus actually providing a board of five members for each institution. The county treasurer of the county in which the institution was located was to be treasurer of the board.

East Florida Seminary. In 1853 the Legislature, in response to an offer made by citizens of Marion County, passed an act locating the East Florida Seminary at Ocala.

West Florida Seminary. West Florida Seminary was located at Tallahassee by act of the Legislature in 1857. The act provided that this institution was open for the instruction of boys only but, beginning with the autumn of 1858, the institution was open to both sexes but

in separate departments until 1882. Thus it may be seen that the problem of coeducation in Florida has been one that has concerned the institutions in the state from the beginning.

Florida Agricultural College. The Legislature of the state passed an act in 1870 which was amended two years later providing for an institution to be known as the Florida Agricultural College. This institution was authorized to meet the terms of the Federal Land Grant Act commonly known as the Morrill Act of 1862. It provided that "the desire of this institution is to 'teach such branches of learning as are related to Agriculture and Mechanical Arts, without excluding other scientific and classical studies, and including Military Tactics, in order to promote the liberal and practical education of the industrial classes in the several pursuits and provisions of life.'" The governing body, which was to be constituted of eight individuals, their associates and successors, was required to submit an annual report to the Superintendent of Public Instruction. Although the act establishing this institution was passed in 1870, a location was not agreed upon until 1883 when Lake City in Columbia County was chosen as the seat of the new college. Instruction was begun November 1, 1884, with an enrollment made up entirely of boys.

State Normal College for White Students. The new state Constitution of 1885 made specific authorization for a normal school for the training and instruction of white teachers. The Legislature in 1887 passed an act establishing at DeFuniak Springs in Walton County such an institution to be under the control of the State Board of Education. The act appropriated \$4,000 annually for the biennium of 1887-1888. This institution was opened in October, 1887.

State Normal College for Colored Students. At the same time and in the same act of the Legislature of 1887 creating a state normal college for white students "the Normal School for Colored Teachers" was established at Tallahassee in Leon County. The act provided that the school for Negroes should be "similar in all respects as prescribed above for the establishment of the Normal School for the White Teachers and subject to the supervision and direction of the State Board of Education, and the same amount be appropriated to meet the current expenses of the State Normal School for Colored Teachers." This institution, like the Normal School for White Teachers, was opened in October, 1887. The name of the school in 1890 became the Florida State Normal and Industrial College for Colored Students. It was moved to its present site in 1891. With the passage of the Buckman Act in 1905 it became Florida A and M College for Negroes.

The South Florida Military and Educational Institute. This institution, created by act of the Legislature in 1895, was established at Bartow in Polk County and placed under the direction of the State Board of Education. The name was changed in 1903 to the South Florida Military College. It was at the same time taken from under the control of the State Board of Education and placed under a separate Board of Trustees. Legislation creating the school provided that there should be one scholarship for each county to include a full four-year course of instruction without charge for tuition, use of books, arms and equipment, board, lodging, fuel and lights. An interesting feature of this legislation made possible the awarding of these scholarships by the legislators of the respective counties. The school was supported during its ten years of existence almost wholly by legislative appropriations.

St. Petersburg Normal and Industrial School. This institution was established in 1900 and was placed under the joint control of the city

of St. Petersburg and the county of Hillsboro. In 1901 by act of the Legislature it became a state school after which it was supported and controlled by three agencies, the town of St. Petersburg, the county of Hillsboro, and the State of Florida represented by the State Board of Education. The Legislature the same year made a special appropriation to assist in maintaining an industrial and normal department in this institution.

Even a casual review of the authorization, location, control, and support of the seven state institutions discussed briefly in the preceding paragraphs gives evidence of the establishment and maintenance of publicly-supported state institutions without a plan and without a program. The Educational Survey Commission of 1929 says there was "duplication of effort, unsystematic expenditures, and rivalry among the institutions."

Program Authorized by Buckman Act

To correct what seemed to many citizens and to the Legislature an undesirable and uneconomical program of education in tax-supported institutions on a state level the bill which has come to be known as the Buckman Act was introduced into the General Assembly in 1905 and passed by that body. Among the major provisions of the act were these:

1. Abolished the six existing state institutions, and the department maintained by the state in another institution.
2. Abolished the Boards of Trustees of these institutions.
3. Made provision for the disposition of all properties and assets of these institutions.
4. Abolished the Boards of Trustees, officers and managers of the Blind, Deaf, and Dumb Institute and of the Normal School for Colored.
5. Repealed all laws which related to the abolished institutions.
6. Placed the Normal School for the Colored under the control of the State Board of Education and the Board of Control (created by this act), and appropriated one-half of the Morrill fund to the support and maintenance of this institution.
7. Created two new institutions, the University of the State of Florida and the Florida Female College later designated as the Florida State College for Women, and provided for their scope of instruction, requirements for admission, fees, locations, mode of support, and control, and for the relocation and support of the Blind, Deaf, and Dumb Institute.
8. Created and provided for the composition, organization, responsibilities, prerogatives and duties of a Board of Control of the State Institutions of Higher Learning, as a body corporate.
9. Placed the Blind, Deaf and Dumb Institute under the Board of Control.
10. Provided for the apportionment of state funds for the respective institutions, and for the use of other than state moneys which may lawfully be devoted to the support of the institutions.

11. Provided for the duties of the State Treasurer, the State Comptroller, and the State Superintendent of Public Instruction in relation to the institutions.

The pattern of higher education projected for Florida by the Buckman Act is both interesting and peculiar. No state in the Union has a similar pattern. In every state today is to be found at least one state-supported institution of higher education open to both men and women and in states with a population as large as Florida's there are usually several such institutions.

Few if any states have a more economical program and an organization for higher education which more readily lends itself to proper development than Florida. The state has been wise not to expand its program of higher education too rapidly. It has also been wise in combining its A. and M. College for whites and its state University in one institution and in following a similar pattern for Negroes.

Florida is in a position today where it can with intelligent planning build a program of higher education that will be economical and adequate and one that will meet with general acceptance in the state. Such a program must be forward looking and must meet the standards of a socially conscious public. It must recognize desirable trends in today's education. It must be concerned with Florida's economic and social growth.

THE FUTURE PATTERN IN FLORIDA

The Citizens Committee has been requested by the Legislature to include, as one phase of its study of higher education in the state, the question of coeducation. In making this study at the state institutions, it is obvious that there is just one major question to answer: What is best for Florida? In considering this problem the citizens of Florida should not be concerned about the past; they must be concerned about the future. They cannot be influenced too much in their thinking about the immediate effect of the decision on any existing institutions. The program of education which is recommended must be fundamentally sound; it must be one which will result in the greatest good to the greatest number. The citizens therefore cannot be too seriously worried about the economic effect of the decision on the cities or areas in which institutions are now located. They must be genuinely concerned about the social and economic effect of the decision on the future growth and development of the entire state.

It is obvious that several other possibilities exist in addition to the possibility of retaining the present status on the one hand or of making both institutions coeducational on the other. For example the University of Florida might be made coeducational, while the college at Tallahassee might be retained as a women's institution as at present. One or both institutions might have certain departments, such as courses for teachers, or might have the upper two years of work made coeducational and so on. All of these possibilities have been considered with the conclusion that no temporary or partial adjustment will suffice to solve the problem.

An unprejudiced and careful appraisal of the program of higher education in Florida today with an intelligent interpretation of Florida's future needs points clearly to the endorsement of a plan that will make both the University and the Florida State College for Women completely coeducational. The time has come to make every course and every curriculum in both institutions open to men and women alike. There is no reason today to prohibit students of either sex from registering in any course or curriculum from which they can profit.

It is interesting and, in fact, significant to note that the citizens of the state support this point of view. In reply to this question on the check list for citizens nearly three favor coeducation at both institutions for every one who opposes the plan. A further analysis shows that approximately four favor making the University coeducational to each one opposed and about two favor making Florida State College for Women coeducational for each person opposed.

Among the graduates of Florida State College for Women, according to a poll conducted this summer by the alumnae office, there are about five persons who favor coeducation at both institutions for each person who favors retaining the present plan. There is more sentiment for making the University coeducational than for changing the status of the College for Women, but a definite majority is for coeducation at both institutions.

If Florida were starting out to organize a program of higher education *de novo*, there is not even a remote possibility that an institution of higher learning for men and another for women would be brought

into existence today. America learned long ago that it was not only economical but socially desirable to open the doors of the colleges and universities to both men and women. Without exception today every tax-supported university in the United States is coeducational to some degree. In Virginia, North Carolina, and Florida there are certain restrictions imposed upon women's enrollments—but these are gradually being liberalized. Florida has been the slowest of any of the state universities to admit women due primarily to the fact that there were pressures from many sources to keep either the University or the Florida State College for Women from engaging in useless competition or to prevent either from gaining an advantage over the other. However, it has modified its regulations from time to time to permit women to enroll in certain phases of the work at the University. It has permitted both men and women to enroll in summer schools since they were first organized.

If both the University and the Florida State College for Women are made coeducational, the program of work at each institution should be continued for the time being on much the same basis as it is now operating. No major change in functions in either institution seems necessary at this time, and none should be made until careful studies have been carried out following the inauguration of the new plan.

A second consideration must not be overlooked—Florida's two institutions of higher education for whites are both near the northern border. The growth in population in the state has shifted from the northern portion to South Florida at an unusually rapid rate. That there will soon be a state-supported institution in the Miami area must be evident to any person who studies Florida's growth and development with any degree of care. It is desirable, therefore, that a third unit of the system of higher education be established in South Florida. The residents of the southern part of the state cannot be expected to be satisfied in the years ahead unless they have access to a state-supported institution of higher education that is comparable to the two institutions in the northern part of the state. The institution in the southern part of the state should, like the University at Gainesville, and the college at Tallahassee, be open to both men and women.

SUMMARY OF RECOMMENDATIONS

1. *Both Florida State College for Women and the University of Florida should be organized as coeducational institutions of higher learning.* There is no logical reason today to prohibit students of either sex from registering in any course or curriculum in which they can profit. Before this readjustment has been made, however, it is essential that policies be worked out to avoid confusion and needless duplication. The transition should take place under the direction of a chancellor and in accordance with policies recommended by the Board of Control and approved by the State Board of Education.

2. *The program of work at these institutions should be continued on the same basis as it is now operating without any major change in functions in either institution until policies have been determined and a plan for reallocation of existing functions and allocation of new functions have been agreed upon.*

3. *Plans should be made for the establishment of a third state institution of higher learning for whites in South Florida.* Such a development seems desirable and inevitable, but it should come from specific needs that are not otherwise being satisfactorily met so as to assure that needless duplication of effort and expenditure of funds will be avoided. This institution should also be coeducational.

CHAPTER XVIII

ORGANIZATION AND CONTROL OF HIGHER EDUCATION

PATTERNS OF CONTROL

Plans in the United States. A study of the control of state higher education shows that there are many plans for organizing the states' educational efforts. A brief review of a few of these plans should prove helpful in arriving at a suitable program to be recommended for Florida.

For many years a few states in the Union have centered the control of their entire educational program in a single board. Idaho, Montana, and New York are examples of unified control. In these states all the state-supported school programs from pre-school through higher education are under the control of a central board. Florida's control of its higher education program is almost but not quite as fully coordinated as are the programs of the three states mentioned above.

In certain other states the State Board of Higher Education controls the publicly supported institutions of higher education of all types while the public schools are under the control of a separate State Board of Education. Such a plan is designed to secure the coordination of all institutions of higher education and to prevent unnecessary duplication of effort. Oregon, Georgia, and Mississippi are illustrations of this type of control. The plan however does not assure coordination for *all* phases of public education.

Another plan of control provides for a board for the state university and another board for the teachers colleges and the public schools. Louisiana is a good illustration of this type of control. Still another plan provides for a board for the university, another board for the teachers colleges, and a third board for the public schools. Michigan is an illustration of an organization in which there are three boards to administer the state's school program.

In still other states there is a board for each of the institutions of higher education and another board whose responsibility it is to administer the elementary and secondary schools. Arkansas is an illustration of this type of control. There are still further variations in plans for control of public education in the United States.

It is evident from this brief discussion that there is little uniformity in organization for the control of education in the United States, and that *many of the plans do not provide effectively for the coordination of all phases of education.*

The Plan in Florida. Control of higher education in Florida is vested primarily in the Board of Control for higher education, a body of five members created by an act of the Legislature in 1905. Under the law authorizing this board, citizens of counties in which the insti-

tutions are located are not eligible for appointment. Each member must have been a citizen of Florida for at least ten years. The term of office is four years. The members receive no salary but are reimbursed for expenses.

The law provides that a member is to be appointed from each of the following areas of Florida; east, west, south, middle, and middle-south. No clearly defined lines seem to exist for these areas. The Governor, insofar as can be determined, makes his own interpretations. At one time all of the members seem to have come from South Florida.

The responsibilities of the Board of Control¹ include the following:

1. Jurisdiction over the University of Florida, the Florida State College for Women, the Florida Agricultural and Mechanical College for Negroes, and the Florida School for the Deaf and Blind, subject to certain limitations.

2. Power to make all rules and regulations necessary for their governance not inconsistent with those made or which may be made at any joint meeting with the State Board of Education.

3. Authority to appoint all managers, faculty, teachers, servants and employees, and to remove the same at will.

4. Power to fix compensation and provide for payment of the same.

5. Right to manage and hold lands, buildings, structures and property of the institutions.

6. Authority to approve courses of instruction, and change the same at will, and visit and inspect each institution; provide for keeping accounts and records; prepare all budgets, audit all accounts, and so on.

The State Board of Education, established by the constitution, is charged with the responsibility of operating the public schools and by law is given power to approve or disapprove acts of the Board of Control of higher education, thus actually making it responsible in part for education on the college level.

A third board, the Budget Commission comprising the entire cabinet has a membership which includes the State Board of Education. This Commission has no power to control any of the educational agencies or institutions in the usual sense of determining policies,

¹*Florida School Laws*, 1946, State Department of Education, Tallahassee, Florida, Section 240.04.

but its powers with reference to budgets do give it far-reaching control over education on all levels.

THE BOARD OF CONTROL IN FLORIDA

The Board of Control held fourteen meetings during the school year 1945-46, most of them in Jacksonville. In the earlier years the board sessions lasted but a single day. However, the board now looks after so many details that the meetings during recent years are almost always two days in length and usually there is one night session. An examination of the minutes of the board indicates all too clearly that much of the time of the sessions is consumed in discussing details rather than in consideration of policies and procedures desirable for institutions of higher education. The minutes clearly indicate that the board actually is carrying out some of the duties which should be performed by a president, dean, business manager, purchasing agent, and dietitian. That this is an unwise procedure any student of school or business administration can clearly see.

It should not be necessary for any board responsible for higher education to meet more frequently than *once a quarter* and one day should be ample time for the transaction of any business pertaining to policies to be brought before it. The kind of persons who should serve on such a board usually cannot afford and should not have to spend the time required for monthly meetings involving many details.

The presidents of the institutions are requested to meet with the board, but usually at separate times during the meeting. They present reports at each meeting and each is asked to bring any recommendations he may have for the board. Under the present organization this is most desirable. If for any reason the president of any one of the institutions cannot be present he should be represented by a person of his choice. The board should never take action on any matter of major importance to any institution without a definite recommendation from the president concerning it. This does not imply the board must accept the recommendation of the president. It does mean that the president is always entitled to be heard and that the board is entitled to the best judgment of the head of each of the institutions.

The State Board of Education usually approves—or at any rate rarely disapproves—the actions of the Board of Control. In only

one case in years, seemingly, has the State Board of Education seen fit to overrule the Board of Control. When a presidency was being filled the first recommendation concerning the presidency made by the Board of Control was overruled by the State Board of Education. The State Board of Education, however, approved the second recommendation of the Board of Control.

By-laws which define the duties and responsibilities of the board in relation to each institution under its control have been adopted. However, these by-laws should be revised to include policies uniformly applicable to all institutions, and such policies should be carefully observed to assure the most effective functioning.

The Board of Control places certain restrictions on the administration of each of the colleges that make impossible the most efficient and most economical administration of the institution. The requirement that any purchase of new equipment amounting to more than \$50 can be made only after approval is given by the Board itself works a hardship on the institutions because of the delay in obtaining needed items. The procedure requires much time of the board and serves no useful purpose since the board members can scarcely be expected to give critical attention to each of the large numbers of requests that come before them at the meetings.

The Board of Control has a supervising auditor who does not seem to have any function that is not already adequately cared for in other parts of the administrative organization. All auditing could well be done by the State Auditor, thus relieving the Board of Control of the responsibility for employing and paying an additional auditor for state accounts. The Board's auditor seems to be particularly zealous in looking after affairs at the Florida A. and M. College giving a disproportionate amount of his time to this institution. The present practice tends to result in an undesirable type of interference at all institutions.

PROPOSED PLAN OF ORGANIZATION

There is no way of escaping the fact that all aspects of education are related. In the past in most states there has been too much of a tendency to consider higher education as in competition with rather than as complementary to elementary and secondary education.

A New State Board of Education

As a means of promoting needed coordination Florida should take one major step beyond where it is at present. It should establish a State Board of Education which is responsible for determining policies and prescribing minimum standards for all phases of education. This might be done under the present State Board if it were not an ex officio body and if the Board of Control had not been established.

The present State Board of Education could hardly be expected to integrate the program of education effectively for at least four reasons: (1) It governs the institutions of higher education by remote control and the control is too remote to be noticeable except in rare instances; (2) the members of the State Board of Education hold membership by virtue of their election to state offices and there is no assurance the personnel of the entire board might not change at the end of a four year period; (3) qualifications to serve as Attorney General, as State Treasurer or in any other high state office do not necessarily mean that the individual is the best person that can be found to serve on the State Board of Education; (4) each of the ex officio members of the State Board of Education is so busily engaged in the work of his own office that he cannot be expected to find time to think and plan constructively for a great program of education for Florida.

The question might well be asked why the Board of Control might not be given this responsibility. Through the years the Board of Control has had the services of some of Florida's great citizens. Its work has at times been of a high order. Some of its members at any period in its history would be the kind of men needed on the State Board of Education now being recommended. But its membership is too small and the basis of selection not the most desirable for the great work to be undertaken. A State Board of Education selected as recommended in this report should insure to Florida the services of the state's most able citizens. Education in Florida can never give that full measure of service to all of the people unless and until it has the unselfish support of a board of education so constituted that it is responsible to all of the people in the state.

What is needed then, if the program is to function satisfactorily, is a reorganized State Board of Education, which is not an ex officio

body and which serves specifically as a board for all phases of education. This board should be organized and should function according to the plan proposed in Chapter XVI.

State Commissioner of Education

This reorganized State Board of Education should appoint a State Commissioner of Education, as proposed in Chapter XVI, who should serve as executive officer of the board. He should be unusually well qualified in every respect and should have had training and experience which would enable him to serve as coordinator and general executive officer for all phases of education. The principal duties of the Commissioner of Education would be to serve as executive officer of the State Board; to recommend for appointment the Chancellor of Higher Education and the Superintendent of Public Instruction; to assist in guiding and planning their work in integrating education in all areas and at all levels; to interpret the program of education and its needs to the people and to the Legislature of the state; and to encourage and guide needed studies of education.

Chancellor of Higher Education

Upon the recommendation of the Commissioner of Education the State Board of Education shall appoint a Chancellor of Higher Education. The Chancellor of Higher Education would be responsible to the Commissioner for the administration of the entire university system, subject always to the policies and regulations of the State Board of Education. He would be responsible for keeping the total program of higher education properly coordinated. He should try to insure to each institution and to each area in each institution an opportunity to render a maximum of service to the state. It should be his duty to direct studies of the higher educational needs of Florida and, in cooperation with the personnel of the university system to recommend allocations of functions and services by the several units of the system that would aid in meeting these needs. He should cooperate with the president in preparing the budget for each institution and after the budgets for all institutions have been prepared, he should assist the Commissioner in presenting the budget for higher education to the State Board of Education, to the Budget Board and then to the Legislature.

To wait for time to elapse to permit the constitutional revision

making possible the reorganization proposed in this chapter would delay too long some desirable changes. One important step directly affecting higher education should be taken at the next session of the legislature to aid in integrating and coordinating higher education in Florida—that is to provide for the appointment of a Chancellor of Higher Education. Many of the problems of the Board of Control and of the institutions of higher education would be much more easily solved if the state could designate a Chancellor who would serve as executive officer of the Board and whose major responsibility would be to study and guide the program of higher education.

A UNIVERSITY SYSTEM

Florida can, with a minimum of effort and with slight inconvenience, initiate a university system that would make the three established units of higher education integral parts of such a system, with each institution headed by a president. If an additional publicly-supported degree granting college is established in the state, it should be included in the university system. The advantages of such an organization are enormous. Under such a system the state will have cooperating instead of competing programs on the college level. Staff members would receive comparable salaries and would be available for services to the state on a more economical basis. There would be less hesitancy to encourage transfer of students temporarily or permanently from one unit to another when it is to the advantage of the student to make the transfer. Such transfers are often discouraged under the competitive system. They are more likely to occur under a cooperative arrangement. Staff members might be transferred from one institution to another when it is to the advantage of the university system to do so. The trend in America today is toward a unified program of education that will be economical and effective for the state.

The administrative machinery should be set up to allow a maximum of freedom to institutions and to individuals within institutions. The policies and regulations governing the institutions should be specific and clear and they should be made available to the entire personnel of the institutions and the State Department of Education. But these policies and regulations should be such that they will stimulate and encourage rather than restrict and hamper. Nothing will kill

the spirit of an institution more quickly than petty restrictions that annoy and hinder. Growth takes place best in an atmosphere of freedom. It is essential that the relationships among all agencies and institutions and among all organizations and individuals within institutions be on a basis that will encourage confidence, cooperation, and good will.

Duties of the Presidents. The president of each unit of the university system would be responsible to the Chancellor for the administration of the unit under his supervision in accordance with policies and regulations approved by the State Board of Education. The president would have the same relation to the Chancellor that the dean of a college would have to the president. In all instances it must be understood that the State Board of Education is the policy-making body and no administrative officer can exercise any authority not delegated to him in accordance with regulations prescribed by the Board.

CHARTERING NEW INSTITUTIONS OF HIGHER EDUCATION

The State Board of Education should not only be responsible for determining the policies and procedures for the state-supported institutions of higher education and for the administration of these institutions, but it should assume responsibility for safeguarding the educational interests of all persons who study on the college level in Florida. To this end, the State Board should be authorized to establish standards for accrediting the colleges of the state. It should have jurisdiction over the chartering of all educational institutions and should exercise enough supervision to insure that each institution operating in Florida as a college is giving to students in attendance desirable and effective education on the college level.

SUMMARY OF RECOMMENDATIONS

1. *A single State Board of Education should be created in accordance with the plan recommended elsewhere in this report to serve as the ultimate agency of control for all of the publicly supported educational programs of the state. This single board should be responsible for determining policies covering higher education as well as the public elementary and secondary schools.*

2. *The responsibilities now exercised by the State Board of Control should be assigned to the reorganized State Board of Education which should replace both the State Board of Control and the present ex officio State Board of Education.* Until this reorganization can be effected the Board of Control should definitely be expected and required to function as a policy-determining body rather than as a body to administer details for higher education. Requirements which tend to involve the Board of Control in details and the institutions in delays and inefficiency should be eliminated. The auditing of all accounts of the institutions should be made a responsibility of the State Auditing Department, thus relieving the Board of Control of additional details.

3. *A Chancellor of Higher Education should be appointed promptly to head the state system of higher education.* The Chancellor, who should be a person especially well qualified to coordinate the program of higher education, should be appointed in the near future by the State Board of Education on recommendation of the Board of Control to help to work out the readjustments which are recommended in this report. When the proposed constitutional amendment becomes effective the State Board of Education should have authority to appoint the Chancellor on recommendation of the Commissioner. The Chancellor should work with the presidents of the institutions to coordinate the program of higher education and should work with the State Commissioner of Education and State Superintendent of Public Instruction to facilitate needed coordination with the public school program.

4. *Florida should create and establish a university system.* Each institution of this system should be headed by a president who should be responsible to the Chancellor and through him, for the present, to the Board of Control and ultimately to the State Board of Education. The University of Florida should be designated as the University of Florida at Gainesville; the Florida State College for Women should be designated as the University of Florida at Tallahassee and the proposed institution in South Florida as the University of Florida at the city in which it is located. The Florida A. and M. College for Negroes should be designated as the Florida State College for Negroes.

5. *The State Board of Education should have jurisdiction over the chartering or incorporating of all new schools and educational*

institutions in the state. No institution should be permitted to grant an academic degree or use the word "college" or "university" in connection with its name or publicity material except as specific authorization has been given by the State Board of Education.

CHAPTER XIX

CURRICULUM AND INSTRUCTION

Excellent work was found in many of the programs offered at the three institutions. There is a minimum of duplication and many illustrations can be found of cooperative undertakings that have been carried on with benefit to the institutions and to the state. There are, however, many needs that have not been met and there is abundant opportunity for improvement in many areas.

Improvements that might seem small at first thought could be made in all of the institutions and, if made, would have final effects that would be large. Many college teachers become so campus-minded that they forget their institution serves the state. It becomes easy to teach on the campus and lose contact with the field. This can have but one result for many fields—an impractical and dessicated course that has little interest for the student and little value either to the student or to the state.

Another tendency too frequently found in colleges and universities is for a subject-matter group to compartmentalize its instructional program. Instead of trying to make the subject matter of a department serve other departments through a carefully thought out program of integration an effort is too often made to build up an isolated area of knowledge and to encourage students to "major" in a subject field that might tend to narrow rather than broaden the viewpoint of the individual.

Institutions, and colleges within institutions, sometimes tend to isolate themselves just as subject-matter departments do. They become competitive rather than cooperative in an effort to gain prestige and large appropriations from the state. Institutional jealousies are not new in America. If the state's dollar is to purchase a maximum of education, cooperation and understanding are both desirable and necessary.

The academic organization at each institution needs careful study. For example, at both the University of Florida and Florida State College for Women there seem to be more separate schools, colleges and divisions maintained than are justified by the demand for

services. The tendency seems to be to create even more, some of which are now in embryo. The allocation of some of the departments for study to the several colleges and schools seems to have been determined without due regard to relationship of subject matter and student interest. For example, botany and bacteriology at the University are in the College of Agriculture. There is a Department of Biology and Geology in the College of Arts and Sciences and a Division of Geography and Geology, separate and apart from any college.

There should be further study of the program at each institution to establish a sound basis for setting up divisions as the primary units of organization within the schools and colleges rather than departments. This has already been partially achieved at the University of Florida in the organization of a Division of Languages and Literature and might well be extended more definitely to other fields such as the social and natural sciences.

THE UNIVERSITY OF FLORIDA

The University of Florida is located on a beautiful campus on the outskirts of a pleasant college city. The grounds are well kept, the plantings are attractive, and the buildings impressive. A study of the work of the schools and colleges gives one a definite feeling that the program of instruction offered is good. The University has wisely not expanded most of its program too rapidly.

The University College. The University of Florida has made in the last decade a major contribution to American higher education through the organization and administration of its University College. Strangely enough the University College seems to have gained larger recognition outside the state than with the citizenship that supports it. In philosophy, organization, and generally in practice the University College is on a sound educational basis.

The counselling program of the college is moving in the direction of helping each incoming student to find the program of work that will enable him to acquire the experiences that will be of the largest worth to him in life. At the present time the tremendous load of students in the college makes adequate counselling difficult. All of the lower division work of the University is administered through the University College. In this first two years of work are included the pre-professional courses of the upper division schools and colleges and the core curriculum program which the University regards as basic education for all students.

The University College and the schools and colleges comprising the upper division of the University have in most instances been able to coordinate their programs in an effective way. One of the greatest

weaknesses of the program of the college is the lack of opportunity for all students in art and music.

The College of Agriculture. The College of Agriculture, the Experiment Station, and the Extension Division are under the general direction of a provost who is directly responsible to the President of the University. The facilities for instruction and for experimental work on the campus of the University are good. The University owns a farm of approximately 1,200 acres which is used for experimental purposes. In addition, twenty sub-stations for experimental work have been created in various areas of the state.

Few states in the Union have so varied a soil and climate as Florida. This is, in part, the reason for the creation of such a large number of sub-stations. There are, however, more sub-stations than are actually needed. No more should be established except upon the recommendation of the Provost for Agriculture, the President of the University, and the approval of the State Board of Education. Each sub-station has its own special appropriation. This is an undesirable procedure. It would make for efficiency and economy in operating the Experiment Station at Gainesville and all of the sub-stations if the entire sum to be used for experimental work in agriculture could be appropriated to the main station to be administered by the Provost for Agriculture.

The Experiment Station has given excellent service to the state. The great growth of the citrus fruit industry in Florida has apparently been a major contribution of the Experiment Station program. Few people realize that improvement in grasses in the last dozen years may be just as important to the future wealth of the state as has been the work with citrus fruits. Research in plant and animal nutrition and in plant disease control have contributed largely to the economic growth of the state. The College of Agriculture and the Experiment Station have made an earnest effort to keep in close touch with the problems of the state and the contribution through the years has been good. In view of these splendid contributions it is disheartening to witness the loss of personnel because of inadequate salaries.

School of Forestry. The School of Forestry is a division of the College of Agriculture and is under the general direction of the Provost for Agriculture. When one realizes that 66 per cent of the land in Florida should be in forests, the opportunity for this division of the University can be more fully appreciated.

When the School of Forestry was organized it was given a continuing appropriation of \$32,500. From many points of view such continuing appropriations are unwise. It is never easy to administer economically a program of this kind when enrollments decline. As a consequence the institution encountered difficulty in spending this money advantageously during the war years when enrollments were at a desperately low figure.

There is a pleasant working relationship between the school and the State Department of Forestry but this relationship is wholly unofficial. There is little relationship between the School of Forestry and forestry extension from the College of Agriculture. Forestry extension is in the Department of Agricultural Extension, not in the School of Forestry. A closer working relationship between forestry extension and the School of Forestry would seem to be desirable. Moreover the entire program of the conservation and development of wild life would probably be better served in Florida if it could be more closely allied with the program of the School of Forestry.

Florida is cutting its timber more rapidly than it is producing it. There is still too much waste in cutting but evidences of improved methods are becoming more common. The School of Forestry is working cooperatively with all agencies in the state in an effort to make for more intelligent production and use of timber. It should, however, either be expanded and developed to meet the needs of the state and perhaps of adjoining states or more adequate provisions for forestry education should be made in cooperation with some adjoining state.

The School of Architecture and Allied Arts. In the School of Architecture and Allied Arts the instructional program is organized around the project method. The first step in a project may be a scale model in three dimensions, then a pencil sketch, then floor plans, and finally detailed drawings. The student learns technical subjects, including structure and strength of materials, as he needs them on his project. The program in allied arts is primarily a supporting program for architecture. There is relatively limited interest in painting or in commercial art.

The School of Architecture and Allied Arts maintains good working relations with the Florida Association of Architects which holds its semi-annual meetings on the campus of the University. These meetings are open to students enrolled in the school, thus providing an opportunity for them to become acquainted with the problems with which they will be confronted as practicing architects and to meet potential employers.

The College of Arts and Sciences. The College of Arts and Sciences is a service organization for other colleges on the campus. The upper division of the College is built upon the curriculum of the University College. An effective program of instruction is offered in the usual subject matter fields ordinarily found in such a college.

Of the five curricula leading to the doctoral degree, two of them—biology and chemistry—are in the College of Arts and Sciences. This college carries a heavy graduate load for candidates working toward the master's degree as well as a proportionately heavy load of Ph. D. candidates.

Music in the upper division is a neglected area at the University of Florida. The University of Florida should provide more adequate facilities for all of its students to acquire an appreciation of good music and to participate in musical activities to the extent to which they may profit from such participation. Larger opportunities for learning both in the fields of appreciation and production in music should be provided at the University.

What has been said of music is equally true of art.

The College of Business Administration. As in most institutions, the College of Business Administration has an unusually heavy enrollment this year. The problem of finding enough staff members properly qualified to teach the large numbers of students preparing for the field of business is difficult. The situation is particularly acute in accounting. The administration is fully aware of this situation and is using every means available to arrive at a solution of the problem.

The College of Business Administration maintains good contacts with the public and with private industry in the state. One excellent means of keeping in touch with the public is through the pamphlet, "Economic Leaflets," a monthly publication of the Bureau of Economic Research, a bureau of the college. These pamphlets cover a wide range of topics and are prepared by or with the cooperation of many

departments of the University. This is desirable and should result in better understandings and more cooperative relationships on the campus and in the state. However, there are still other types of cooperative service which might and should be rendered.

The College of Education. Teaching in public schools has for many years been slowly becoming a profession for women, especially in Florida. It is to be expected, therefore, that the enrollment in education at the University of Florida, as long as it is not coeducational, would be small.

The College of Education is well equipped for professional work for teachers. Few southern universities have a laboratory school that compares favorably with the P. K. Yonge School. In this school opportunities for observation and participation are provided for all students at the University who plan to enter the teaching profession.

Recent developments in the College of Education have been particularly encouraging. The new program of field service to public schools meets a real need and should be expanded. The newly authorized doctoral degree in education should stimulate advanced preparation for school leaders in the state. The direction of county school surveys by the college should result in reorganized and improved programs of education in the state.

The Bureau of Educational Research works cooperatively with many agencies in the state to bring about a more effective public school program. The Curriculum Laboratory, a cooperative project of the State Department of Education and the P. K. Yonge School, is a service agency of the University. Its facilities are available to individuals and to groups of teachers interested in curriculum improvement.

The College of Education will not be of largest worth to Florida until women are admitted to the University in the regular year as well as in the summer session.

The College of Engineering. The College of Engineering is doing a good job under difficult conditions. The buildings used for instructional and experimental purposes are widely scattered over the campus. The college needs better housing which should be developed in a single center on the campus.

The College of Engineering has worked out an interesting and helpful articulation with the University College. Students interested in engineering are, upon entrance to the University College, separated into two groups—promising and unpromising. The good prospects are allowed to take chemistry or mathematics instead of the physical science survey course and may be allowed to carry engineering drawing as an extra course. If they do well in these subjects, they may be admitted to engineering courses; if they do not do well in the University College, they will not be admitted to engineering.

Research work in the College of Engineering is carried on through the Florida Engineering and Industrial Experiment Station which is an integral part of the college. The Engineering Experiment Station gives special attention to Florida's raw materials and thereby assists in establishing new industries in the state. The service of the Experiment Station to the war effort was noteworthy. Of particular interest was the development and construction of equipment for static direction finding and the development of the proximity fuse both of which played important parts in the winning of the war.

The College of Law. Admission to the College of Law is based on two years of college work. Entrance requirements were lowered during the war years but restored in 1945 to enable schools to maintain the entrance requirements, if by lowering them to conform to the legislation of 1943 they would lose standing with professional accrediting boards. The College of Law, therefore, still admits its students on two years of college work.

The administrative machinery of the college is well organized. The guidance program for students entering law is good. The college has a good enrollment. Its growth has been satisfactory through the years and it has a splendid follow-up program of its graduates.

The School of Pharmacy. The School of Pharmacy, a unit of the College of Arts and Sciences, offers a curriculum the completion of which qualifies students in the field of retail pharmacy. Specialization within the curriculum enables the graduates to serve in commercial pharmacy, pharmaceutical chemistry, or in pharmacognocny and pharmacology. The School of Pharmacy offers an excellent program of instruction for the young men and young women who enroll for this work. The demand for graduates of the school has always exceeded the supply.

Not only does the School of Pharmacy offer work leading to the baccalaureate degree but it offers one of the five programs of instruction on the campus of the University leading to the degree of Doctor of Philosophy.

The College of Physical Education, Health, and Athletics. This is the University's newest college having opened its doors to students this year. A strong emphasis is placed on physical education and athletics and a very minor emphasis on health teaching. The University Health Service is a part of the college but the University physician offers no courses in health.

The college has a Bureau of Field Service for assistance to schools. All members of the teaching staff of the college are employed on a twelve months basis. The dean of the college and members of his staff are interested in a program of recreation through the summer months, which would be identified with the public school program of the state. However, these services must be closely coordinated with the services of the College of Education to avoid duplication and confusion in the field.

The Library. As would be expected, the University of Florida's library is totally inadequate for the great numbers of new students registered at the University in the autumn of 1946. To the credit of the administration, however, it must be said that plans had already been completed for reconstructing a part of the building and for additions that would have made possible much more adequate facilities for all students enrolled. A large temporary reading room has been built and is in use on the campus. Students enrolled thus have opportunities for the use of library materials while the permanent program is being completed. When changes and additions now in process have been completed, the University will be in a decidedly better condition to care for the library needs of the students enrolled.

The library had twenty-six full-time employees and two part-time in 1945-46. Total salaries paid these employees for the year was \$63,330. The range in salaries was from \$960 for a clerk to \$2,700 for the head cataloger. This does not include the salary for the librarian since

the institution had an acting librarian this last year. These salaries are inadequate for the kinds of services expected of a staff of this kind.

There are browsing shelves in the main reading room and there are open shelves for all students in comprehensive courses in the University College reading room. Duplicate copies for reserve shelf reading are commonly provided on the basis of one copy per eight students. The library staff checks on the number of copies needed in any program and cooperates with the department or course chairman to determine its needs.

Staff members of the University have constant access to all library materials which they can use helpfully. The library is able to provide most of the periodical materials requested by individual staff members and approved by the departments. Funds for the purchase of books for such purposes are at the present time inadequate.

The allocation of book funds for the library has been guided throughout the last six years by the recommendations of the Wilson-Kuhlman-Lyle Report. "A Survey of the University Library." Adequacy and equitableness of allocations as well as provisions for new needs are made to the extent of available funds. Special needs are met as far as possible by special funds. For example, research needs are met from a fund at the disposal of the Graduate Council. The Wilson-Kuhlman-Lyle Report mentioned above has been the library's main guide in discovering the adequacies and deficiencies of the holdings of the library from the standpoint of courses offered, particularly those courses which have the largest number of students.

The budgetary procedure of the University is to allocate to each department in the institution a fund for the purchase of books and periodicals. Final authority for such purchases is with the department. There is, however, in addition to the departmental budgets, a general budget from which the librarian can order books useful to several departments and unexpended balances from general budgets are frequently used for library services.

Resource-Use Education. The University of Florida has properly been concerned about the problem of the wise use of the resources of the state. Experimental work has been in progress over a long period of time to learn how the different types of soils may be made to produce the kinds of crops for which they are best adapted whether it be forest, citrus, nut, vegetable, or field.

In the College of Engineering the Florida Engineering and Experiment Station devotes much of its attention to the development of Florida's industries. The work of the station in connection with leather development, pine tree stimulation by use of a spray gun, lime rock research, storm location equipment, and many other projects sponsored by the station have been of great value to the citizens of the state.

The Bureau of Economic and Business Research in the College of Business Administration, the Department of Biology and Geology in the College of Arts and Sciences, and the Division of Geography and Geology, which has no official departmental connection, are all productive in resource-use materials for the state.

Another example of Resource-Use Education at the University is the Project in Applied Economics of the College of Education. This project has as its objective the improvement of the economic level of living and the health of a community through a cooperative teacher education, school community program. The program involves a direct attack

upon poor housing, food, and health conditions and encourages co-operative efforts to use material and human resources to improve living for all boys and girls and their families.

Florida has been conscious of the problem of resource-use education for some time and has gradually been perfecting a program that would result in a larger consciousness of the problem and a wiser use of the state's resources. The Committee on Resource-Use Education of the University of Florida has stimulated additional interest in this program. It is to be hoped that much further progress on a university-wide basis may be made in the near future.

Latin American Institute. In 1930 the University of Florida established a Latin American Institute. This Institute has been successful in developing cultural, agricultural, commercial and other relations with Latin American countries. The course offering for students interested in Latin America is large and the interest good. Approximately 30 students from Latin American countries attend the University annually on an exchange basis. In 1931 the University received the FIDAC AWARD and MEDAL for the outstanding contribution made by an American University in the field of Latin American relations. Work in this area should receive continued support and should be expanded. Florida's location gives it a strategic advantage for work in this field.

FLORIDA STATE COLLEGE FOR WOMEN

The general impression one gets as he walks over the campus of the Florida State College for Women is favorable. The buildings are with few exceptions pleasing in architectural design; the halls, classrooms, and laboratories are clean and well kept; the grounds are spacious; the plantings are attractive; and there is an atmosphere of orderliness and pleasantness both inside and outside the buildings. There is in addition a spirit of friendliness on the part of students and faculty that makes one know that relationships are good and understandings high.

A more careful study of the offerings, the instruction, the administration of the institution, the interest on the part of the faculty in student welfare and growth, and the interest on the part of the students in their own welfare and that of the institution affords ample evidence that the Florida State College for Women is serving the state in an effective way.

The College of Arts and Sciences. In the College of Arts and Sciences in the Florida State College for Women the subjects of the curriculum are divided into three major groups—the humanities, the social science, and the natural sciences. Within these groups may be found the several departments which normally fall under these headings. The instructional program in the college is good. Adequate opportunities have been provided for students to procure a well-rounded general

education or to specialize in any one of several areas found in the offerings of the college. The College of Arts and Sciences is also a service college for the College of Home Economics, the School of Education, and the School of Music. The programs of instruction provided in the service areas are adequate for the purposes of the institution.

In addition to the above mentioned functions, the College of Arts and Sciences renders special services in the education of teachers through its Department of Psychology which is one of the strong service departments in the southeastern part of the United States. The Department of History, Political Science and Geography has a program of preparation for government service which includes an internship in government work. The Department of Social Work is rapidly expanding its program of preparation for employment in welfare service. It has an arrangement with the State Hospital at Chattahoochee whereby students may obtain twelve months of experience in clinical laboratory techniques. The Department of Philosophy and Religion offers a major for prospective religious workers.

The School of Education. The Florida State College for Women has through the years been the state's major institution for the education of teachers. This is due in large part to the fact that teaching has become essentially a profession for women. The School of Education offers five four-year curricula leading to the bachelor's degree for students preparing to teach. There is a general curriculum for secondary teachers and curricula in physical education, recreation education, elementary education, and art education. Each of these leads to a baccalaureate degree in the School of Education.

A demonstration school on the campus of the college provides opportunities for observation, participation, and practice on the elementary and junior high school level. Consideration is being given to the building of a new demonstration school, which when completed will provide for larger opportunities for study of children and for developing an enlarged program of teacher-education.

Practice teaching for most students majoring in education is provided through an internship of eight or nine weeks in the public schools of the state. The quarter system upon which the Florida State College for women is now operated lends itself splendidly to this program.

The Curriculum Laboratory of the Florida State College for Women was established as a cooperative project at the same time as the Curriculum Laboratory at the University of Florida.

In each summer session, the School of Education offers on the campus one or more workshops for teachers with programs planned to meet the most urgent needs at the particular time. The School of Education also conducts, upon request of local authorities, off-campus workshops during the summer quarter. Six such workshops were conducted in 1946. Since the expansion of the state supervisory program, the School of Education has assumed responsibility for providing workshop experiences for supervisors during each summer quarter.

The School of Education offers field services to the public schools of the state through the coordinator of interns, the faculty member who is a specialist in testing, the psychological clinic (which is a part of the College of Arts and Sciences), and through other faculty members. It also cooperates with the Division of Educational Research and Service in rendering service to public schools.

The School of Home Economics. The School of Home Economics offers curricula leading to two degrees—the Bachelor of Science in Home Economics and the Bachelor of Science in Nursing. For the Bachelor of Science in Home Economics a student may major in general home economics, clothing and textiles, foods and nutrition, home and family life, institutional administration, or home economics education. Teachers of vocational home economics in Florida are educated in the School of Home Economics.

The School of Home Economics cooperates with other units on the college campus in providing the inter-divisional major in child development. There is also an excellent relationship with the college in that the head dietitian of the college serves as professor of institution economics in the School of Home Economics and the critic teacher in the demonstration school serves as a member of the home economics education staff and is responsible for the supervision of intern teaching of seniors majoring in home economics education.

Since the School of Home Economics is the only state-supported professional unit for white students of this kind in Florida, it may easily be seen that many of the positions in this area in Florida are filled by members of the graduating classes of the Florida State College for Women. The school maintains pleasant working relationships with state and federal agencies in home economics, thereby providing good opportunities for students in training to come in contact with the agencies and organizations that will be responsible for employment upon graduation.

The School of Music. The School of Music at the Florida State College for Women affords the student desirable experiences in music through a well-directed program of education in music and also gives the student an opportunity to prepare for teaching and for music as a profession. The program of instruction is good, but the housing is exceptionally poor. Plans are under way to provide a music building that will make possible an expanded program of instruction and better offerings for the students who attend the institution. The school needs new facilities and more adequate equipment for the ever-growing student body interested in music education.

For several summers, the college has offered a summer music camp for high school students in the second term of the summer session. The primary purpose of the camp is to provide a laboratory for the education of band, orchestra and choral leaders. Adult leaders in training have the opportunity of laboratory work with high school orchestra, band, and choral groups.

Library Science. In addition to the College of Arts and Sciences, Education, Home Economics, and Music, there is a separate division of Library Science which is not under the direction of any school or college. Although the Department of Library Science prepares students at the undergraduate level for positions in public library service, its primary purpose is to prepare students at the undergraduate level for positions as teacher librarians or as full-time librarians in the public schools of the state. This division works in close cooperation with the School of Education, the College of Arts and Sciences and the State Department of Education.

Additional Professional Schools. Consideration is now being given to two expansions in the direction of professional schools. One would involve the creation of a School of Nursing. A curriculum leading to a Bachelor of Science in Nursing is now offered in the School of Home

Economics. Consideration is also being given to the establishment of a School of Business. No new school or college at the Florida State College for Women should be established until the reorganization program has been completed. Any expansion of the present program should be made in the light of the future program of the university system.

Library. The Library facilities at the college are severely taxed by the large increase in enrollments for the current year. The institution has provided additional library services for students at Dale Mabry through a very large reading room at the camp where the men students and some of the women students of the institution are being housed.

Salaries for library personnel range from \$1,040 annually for a part-time assistant to \$4,400 for the head librarian. All of the fifteen members of the library staff are employed on a twelve months basis, but three of the less well-paid members are employed only half-time for library work. No person working full-time receives a salary of less than \$1,320 annually.

The librarian and her staff try to make the library of the largest possible use to students. The stacks are open to all of the students and there is a browsing room for student use. In the purchase of new books for the library, need is the criterion. Conferences with instructors always precede purchase for departmental use. The students have access not only to the college library but to the Supreme Court Library and the State Library, both of which are located in Tallahassee and are within a short distance of the college. The library staff feels that the library has been used more largely under the quarter system than under the semester plan.

The college attempts to provide the instructional staff with periodicals and books useful to the faculty insofar as library funds will permit. Notices are sent regularly to the faculty informing them of library materials that might be useful in their fields.

All library purchases are made in the light of the purposes of the several curriculums offered by the institution with 75 per cent of the book funds allocated to departments and 25 per cent for general library purchases including reference books. The faculty members of the institution and the members of the library staff have carefully examined the weaknesses of library holdings and have tried to make their purchases fill in such gaps. On the whole the library seems to have done a good job in its purchases of materials.

Division of Educational Research and Service. In the summer of 1946, the college established a Division of Educational Research and Service. The division carries on research needed in the college and assists with research problems of faculty members and departments of the college. It also offers its services to school systems in the state where legitimate needs exist. Plans have been made for expanding its program of service beyond the campus.

FLORIDA AGRICULTURAL AND MECHANICAL COLLEGE FOR NEGROES

The Florida A. and M. College for Negroes, which is the only state higher institution for Negroes, is pleasantly situated on a high hill just outside the city limits of Tallahassee. The possibilities for

developing an attractive campus are unusually good. One's first impression, however, upon arriving on the campus is that the institution has not had anything like the consideration that has been given to the two state-supported colleges for its white citizens.

In the main the buildings are old, many are of poor construction, and most of them in poor repair. A walk over the campus affords ample evidence of many needs. There are too few walks between buildings, erosion is commonplace on the campus, many buildings are without gutters, and a need for a general tidying up on the campus is everywhere to be seen. It should be said in passing, however, that some improvement has been made since the institution was visited in May 1946.

A visit to the campus should impress the visitor favorably with the vision, energy, earnestness of purpose, and integrity of the president. Visits with some of the faculty members, however, give one the feeling that the instructional program could be greatly improved. In some instances members of the teaching staff seem to be alert, interested, and doing a good job. In other instances, there was indifference on the part of the teachers in the performance of their functions as leaders in higher education of Negroes in the state. The very appearance of the classrooms indicated a lack of interest in their work, which is essential to high morale and good learning situations.

The business management of the institution needs to be studied carefully in order that ways of speeding up purchases may be effected and channels of authority may be clarified.

The entire faculty of the school needs badly to restudy the opportunities for graduates of the institution. A careful study of opportunities for Negroes with a college education should result in a more purposeful program. A study of this kind by the faculty will make them more conscious of the necessity for educating the young people who come to the Florida A. and M. College for work in the areas in which there are opportunities for graduates. The program on the whole is pointed in the right direction. It needs, however, the stimulation that can only come from an alert, interested faculty who have specific goals to be accomplished for the students who come to the institution for study. One reason for this lack of interest is undoubtedly the low

salary schedule paid at this institution. Well educated, stimulating teachers cannot be found for such meager sums.

The Division of Agriculture. The Florida A. and M. College should be giving an excellent program in agriculture for students who come to the institution. However, this curriculum is anything but practical and effective. The building in which the instruction is offered does not have a laboratory; it has no equipment either for teaching or laboratory purposes; and no materials are to be found for demonstration purposes. The school farm, of course, should be used for demonstration and teaching purposes as much as possible. There will be times, however, when the weather will not be conducive to out-of-door work and when a certain amount of laboratory work is not only desirable but necessary.

There is no evidence of any research work being carried on at the college, and apparently there is no interest in research. If some of the federal funds appropriated for research purposes were available to the institution, research activities might be stimulated. The greenhouse, which is under the supervision of the Division of Agriculture, did not seem to be serving any useful purpose insofar as the program of agriculture in the institution is concerned.

The school has only 280 acres in farm land which is a small acreage in comparison with that owned by the Florida State College for Women and the University of Florida. It has modest buildings, a fair herd of dairy cattle, and a small herd of beef cattle. There was little evidence of the use of the farm in the education of students either for teaching or for farming. It would be well if the school could purchase additional land including a small farm adjacent to the one now owned and operated. It needs a small farm to provide an opportunity for students to learn how a small farm should be operated in Florida. The great majority of the Negro farm owners in the state are small land owners.

In fairness to the program it should be said that plans are being made for improvement in this situation. If funds can be procured for putting these plans into effect, a greatly improved program may be expected.

The Division of Liberal Arts and Sciences. This division of the college is made up of nine departments—art, business and commercial sciences, history and political science, English, foreign language, mathematics, music, physical education, and physical and biological sciences. If the quality of instruction is judged by the equipment available in the physical sciences in particular, the conclusion that the instruction is necessarily on a low level is obvious. The laboratory desks in the science building were in about as poor repair as one could imagine to still be in use. Doors to the desks were frequently off the hinges and sometimes missing. The drawers in which equipment was kept were in poor repair and presented an appearance of having been badly used. Equipment for both physics and chemistry was meager, antiquated, and frequently broken down. The hoods in both chemistry laboratories were out of repair and could not be used.

Insofar as could be determined, there was not a piano at the college in good repair unless it was in one of the studios where private lessons were being given.

The appearance of the classrooms generally is not conducive to good teaching. One gets the impression of inertia and indifference toward

the program. There are bright spots in the instructional program, but in a short visit to the institution one discovers altogether too few of them.

The Division of Teacher Education. The Florida A. and M. College probably renders its greatest service to the state through the Division of Teacher Education. This service at the present time, however, is definitely poor due in great part to the weak supporting programs of the institutions. No teacher-education program can be strong unless the general education phase of that program is fundamentally sound nor can it be strong unless the technical work in such fields as agriculture and the mechanic arts is strong. The institution needs strengthening in every phase of its work if Florida's Negro schools are to have teachers properly qualified for the services desired.

The Division of Home Economics. This division is on the whole probably doing satisfactory work. There is evidence of good work in foods and in clothing, and there is an air of industry in the classrooms and laboratories. There is, however, evidence of needed improvement. Three of the twelve sewing machines in one of the laboratories were out of repair and much of the equipment was old and of little use.

While the Division of Home Economics should not be held responsible for the general appearance of all buildings on the campus, it would seem that a division of this kind might have called to the attention of the administration the worn and ragged curtains of the auditorium which should have been replaced long before this time.

The Division of Mechanic Arts. The Division of Mechanic Arts is made up of twelve departments, including automobile mechanics, building construction, electricity and radio, dry cleaning and laundering, carpentry, industrial education, masonry, personal service including barbering and cosmetology, painting and decorating, plumbing and heating, printing and tailoring. A visit to these departments gives one the impression of a lack of orderliness and a lack of incentive. In fairness it must be said that a part of this lack of orderliness was due

to a large amount of equipment recently received from surplus war properties which had not been properly placed in the buildings. This was particularly true in the machine shop. The institution has been given a large amount of good equipment for machine work.

It is unfortunate for the school that the surplus properties did not include equipment for the teaching of printing. The equipment in the print shop is too old for any useful purpose. One linotype machine now in use was built about 1890 and another about 1908. Both of these machines should be replaced with modern equipment suitable for instructional purposes.

The program is further hindered by the failure of the auditor and business manager to approve the purchase of materials needed for instructional purposes. This is particularly true in tailoring, plumbing, printing, and building construction. Practically all of the departments in the division could give real service to the college if they were so inclined. Both the department and the college would profit from a larger interest of the entire division in the care and repair of the buildings and equipment on the campus.

The Division of Nurse Training and Health. This is a recently reorganized division of the college, which if properly administered should provide a program of education that would contribute greatly to the general health of the Negroes in Florida for the future.

The Library. The library at the Florida A and M College is small, poorly, staffed, and inadequately supplied with desirable books. A new building is now under construction which will provide additional space for students. The institution will need, however, to spend much larger sums on its library if the students who attend it are to have the opportunities for reading, study, and research that they should enjoy. Unless teachers on the campus stimulate students to use the library to a larger extent than seems to be done now, it is probable that many of the new books, if purchased, would go unused.

The staff for the library is small and the salary schedule is low. four full-time employees and one clerk give all of the library service that is rendered to the institution. The total salary budget for the library is \$9,000. The minimum salary for the professional employee is \$1,500 with a maximum of \$2,700 paid the head librarian. This is inadequate to procure the kind of services the institution needs.

The small building in which the library is housed could hardly be expected to provide the services needed by the students enrolled. The stacks are closed to all undergraduate students but are open to graduate students in the summer session. There is no browsing room and there was little evidence of wide use of the library by students. The situation should greatly improve with the completion of the new building.

The librarian makes informal suggestions to the faculty and sends them notices of material that is available in their fields. He also sends to the deans of the divisions information concerning new publications received by the library, expecting the deans in turn to make the lists available to the members of their staffs.

There are no departmental budgets for the purchase of books and periodicals for the library. It might be stimulating to the institution if funds could be made available to the several departments in the college for library purposes and each department requested to make recommendations for the improvement of library materials for its own work.

GENERAL EXTENSION

The General Extension Division of the greater University of Florida was created by an act of the Legislature passed in 1919. Under this act the Extension Division has supervision and direction of extension programs sponsored by the University of Florida and the Florida State College for Women. The Director of Extension has his offices at the University, but he promotes a program in the state that utilizes the instructional staff both at the University and the Florida State College for Women. The Extension Division works unofficially but cooperatively with the Florida A. and M. College, thereby tying the three state-supported institutions together in a coordinated extension program.

A special committee representing the state institutions recently studied problems of extension education and prepared a report deal-

ing with this program. A representative of the State Department of Education sat with the committee in some of its sessions. The program of work developed by the committee is comprehensive and if carried to completion would undoubtedly have a beneficial effect on education in Florida.

There is sometimes a danger that extension work will tend to remove itself too far from the program of instruction and research which is a part of the campus program. In such cases extension education may tend to get "thin" and is sometimes thought to be less valuable than campus instruction. A wise use of residence staff for both formal and informal types of off-campus education will go far to prevent this from happening. Extension work gains status and support when it keeps itself in close touch with both campus and field. Residence staff members will be more effective on the campus if they are in close contact with problems in the field, and they will do better work in the field if they maintain close contact with the resources of the campus. The step recently taken to include extension work as a part of the total load of resident staff members doing work off the campus is commendable.

The present inter-institutional extension committee should be recreated to rethink the entire program of extension education. Two members from each of the state institutions should be appointed to serve on this committee. To these six members should be added two from the State Department of Education and perhaps some from the field. The entire program of off-campus education will profit from the counsel and help of the State Department of Education. This committee should plan for semi-annual meetings in Tallahassee where six of the members would reside and should make reports regularly to the presidents of the institutions and to the State Superintendent of Public Instruction.

GRADUATE INSTRUCTION

Graduate work in Florida's state-supported institutions of higher education has developed slowly and intelligently. To the credit of the institutions it can be said that there has been little duplication of effort through the years. A careful appraisal of present programs affords convincing evidence that instructional staffs have given

generously of time and effort to insure that desirable standards were maintained.

University of Florida. The graduate program at the University of Florida is administered by a council of eight members and the dean of the graduate school. Members of the council other than the dean are appointed annually. In the early years of the graduate council its recommendations were final. The University Senate now approves all recommendations of the council before they become operative. Graduate work at the University has been offered since 1905 and work leading to the doctoral degree since 1930.

Most departments at the University now offer a curriculum leading to the master's degree. Only five areas, however, have been authorized to give the doctoral degree—biology; chemistry; pharmacy, pharmacology, and pharmacognocoy; animal nutrition; and education. The graduate council has moved carefully and conservatively. There have been requests from other departments to be allowed to offer curricula leading to the doctorate. Before authorization of any new program is given, the curriculum must be presented to the council, the library facilities must be examined and found satisfactory, the supporting programs must be acceptable, and the instructional staff must meet a desirable standard.

The University still requires one year of consecutive residence of all candidates working for the doctoral degree. Many major institutions have reduced this to a single semester. The University might study this requirement to determine whether it is desirable in all fields.

Florida State College for Women. At the Florida State College for Women the graduate program is administered by a graduate council of fourteen members under the direction of a chairman who also has the title of Director of Graduate Division. The College for Women has restricted its graduate offerings to curricula leading to the master's degree. Before any new curriculum is presented on the graduate level it must be approved by the council and meet the criteria set forth above. Very wisely no curriculum has ever been offered leading to the doctorate.

The Florida State College for Women has through the years made a major contribution to the education of teachers. It is but natural,

therefore, that in its graduate program a heavy emphasis should be placed on curricula that would serve helpfully the teaching and administrative personnel of Florida's public schools.

Florida Agricultural and Mechanical College. No graduate instruction has ever been offered at the Florida A. and M. College except in the summer sessions of 1945 and 1946. The institution in thinking through its graduate program decided that it was in a position to offer graduate work in the single area of education and that all work leading to the degree should be confined to this field. This is an unwise procedure. A major in education is probably desirable, but teachers should certainly take additional work in psychology, sociology, health and nutrition, and other fields which would enable them to give more effective service in the schools where they work.

Florida's Appraisal of Its Graduate Program. In order to learn what the teaching and administrative staffs at the three state-supported institutions of higher education in Florida thought were some of the problems of graduate instruction, a committee representing all of the institutions recently studied the problem and presented its findings.

After tabulating all of the information obtained the committee came to the conclusion that the time had come when Florida should recognize more fully the value of research and advanced study. Florida, because of its peculiar physical location, will perhaps more than most states be compelled to be responsible for the education of its own leaders, scholars, and research specialists. There is, at the present time, a great scarcity in these areas. The state has an obligation which must

be met through its graduate program. That obligation is to see that every citizen in the state is given a good opportunity for personal and professional growth so that he may be of largest service to society.

The Committee agreed that the university system should provide adequate facilities for those talents that are not primarily associated with the advancement of the state's immediate economic level as well as for those that are. It was the committee's philosophy that Florida can be truly great if it is truly balanced. Hence the graduate program must be balanced.

The committee recommended an expansion of offerings on the graduate level where a definite need can be shown. It agreed that the most important drawbacks to the development of an adequate program of graduate work in the state institutions were:

1. A salary scale which is completely inadequate to attract and retain men of proved ability in graduate research and whose capacities are such as to attract national recognition for themselves and for their institutions.

2. An administrative system which has a tendency to load men of proved ability with so much committee work as to interfere seriously with their graduate activities.
3. Insistence during the summer terms on the principle of large classes so as to be in large measure self-supporting, thus making it almost impossible to offer any adequate selection of graduate courses.
4. The consistent failure to provide time for the supervision of graduate students' research programs during the summer term.
5. Failure to recognize fully time taken up by direction of research of graduate students in assignment of teaching loads and in professional advancement.
6. Secretarial help to relieve members of the teaching staff of time consuming detailed work which can be done more effectively by persons properly trained in secretarial science and office management.

The Future Program. At all of Florida's institutions of higher education the graduate program has developed economically and wisely. The time has now come for a larger recognition of the values attending a strong graduate program. Men and women of proved ability should be given larger opportunities for research and graduate teaching by freeing them from overloads of undergraduate instruction, from too many committee assignments, and from administrative obligations frequently imposed upon able and willing teachers.

If a university system is inaugurated, the graduate program should be continued for the present at all institutions as now offered until further studies can be made. No new services should be initiated however until careful study has been given to need and until ade-

quacy of facilities has been thoroughly checked. No unit of the university system should be allowed to develop a graduate program unless there is evidence that the need is greater than can be served satisfactorily by a regional institution. Florida cannot afford a graduate program that will serve only a few students every few years. It is uneconomical and unwise to allow any department to develop a program where so few students can be served. It will be less expensive and the students will probably get better training where small numbers are concerned if they attend a regional institution and come in contact with students from other states working in the same field.

STUDENT SCHOLARSHIP

University of Florida. In general desirable standards of scholarship on both the undergraduate and graduate levels are maintained at the University. Thoroughness of the program is attested by the fact that students transferring from the university to graduate and professional schools at other institutions in nearly all cases do well. Graduates of the University of Florida are sought by the better graduate schools over the nation. High scholarship is stimulated through honors courses and by encouragement to work for membership in the many professional honor societies to be found on the campus.

Florida State College for Women. In general the scholarship of the student body at the Florida State College for Women is good. The work spirit on the campus is high and results of teaching are satisfactory. High scholarship is encouraged through honor courses and through a possibility of election to membership in Phi Beta Kappa, Phi Kappa Phi or the appropriate honor society in each of the professional schools.

Florida Agricultural and Mechanical College. Scholarship at the Florida A. and M. College is not on as high a level as is desirable. With inadequate library facilities, poor laboratory equipment, and the general air of indifference toward good teaching that exists among some of the faculty, high achievement on the part of the students could hardly be expected. The work spirit of the faculty is soon caught by the students. A general toning up of the entire instructional program at the college is needed.

ADMINISTRATIVE CONCERN FOR INSTRUCTION

University of Florida. Effective instruction is a major goal of the administration of the University. When seeking staff members those responsible for recommending appointments are constantly striving to find persons who will become superior teachers. Teaching competence is considered to be one of the decisive factors in allocation of rank and salary. To determine the competence of an instructor, the University watches carefully the effect of his teaching on students enrolled in his classes.

There is no one means employed to assist young instructors to

become more effective in teaching. This varies with the colleges and with departments in the colleges. Superior teachers on the campus are sometimes rewarded by being made chairmen of courses and are frequently requested to share in the program of guidance of students. The most frequently used aids to growth are financial assistance in attending professional meetings, special library facilities, library provisions for books and periodicals relating to college education, personal conferences with heads of departments and deans regarding teaching problems, and leaves of absence for further study.

Florida State College for Women. Teaching competence is of genuine concern to the administration of the college. In considering a staff member for promotion in rank and salary, it is given the same weighting as academic training or productive scholarship.

The institution provides travel expenses to professional meetings to a limited degree, makes available consultants from other institutions, and encourages professional growth through such aids as the provision of books dealing with education on the college level, faculty study groups, conferences with heads of departments, deans, and others regarding problems of instruction, and special library facilities in the teaching field.

Florida Agricultural and Mechanical College. There are few institutions in the South where the president of the school is more genuinely concerned about the instructional program of the institution than at the Florida A. and M. College. Unfortunately, this concern does not seem to be shared to so great a degree by the deans of some of the divisions. As a consequence, the instructional program of the institution is not on as high a level as is desirable for an institution of this kind.

The Florida A. and M. College has been in a fortunate position in that it has been possible to procure financial assistance for many members of the staff who desired to study toward higher degrees at other institutions. A large part of this assistance came from foundations outside the state. Additional assistance has been given by the state in the form of tuition for Negroes desiring to study in institutions of higher education in other states. The administration has encouraged members of the staff to take advantage of opportunities for study in order that they might become better teachers for the institution.

Whatever the means employed to assist young instructors to become more acceptable teachers in the institution, they have been inadequate. This is true for most institutions but for the Florida A. and M. College it is particularly desirable that a greater means of stimulating teachers to want to do well be found. The institution attempts to provide aids to growth in the form of traveling expenses for attendance at professional meetings, through personal conferences with heads of departments and deans regarding problems, through opportunities to visit classes and observe the work of other teachers, through faculty groups organized for the study of problems of instruction, through the counsel of specialists invited from the outside, and through leaves of absence for study purposes.

SUMMARY OF RECOMMENDATIONS

1. *Graduate work should be improved and expanded to meet the needs of the state.* The importance of graduate instruction should be more definitely recognized and staff members offering courses on this level should be relieved from excessive committee work and administrative responsibilities as well as from overloads of undergraduate work to enable them to do justice to the work undertaken.

2. *Careful attention should be given to regional planning of educational programs on both the undergraduate and graduate levels.* No state can afford expensive programs to serve small numbers of students. Arrangements should be made with neighboring states for graduate work in fields in which graduate instruction cannot economically be offered in Florida:

3. *A representative general extension committee should be created to continue to study the problems and make recommendations concerning the work of the General Extension Division.* A General Extension Division has wisely been established to coordinate the extension work for all state institutions of higher learning. The Extension Division does not need an elaborate staff of its own but should generally work with and through the colleges and departments in planning extension programs. It should cooperate with the State Department of Education in planning programs involving the public schools. All extension teaching, as such, should be planned under the supervision of the Extension Division. Workshops and similar special projects for public school personnel should be planned co-

operatively by the State Department of Education, the School or College of Education and the county involved, with clearance through the Extension Division. Field services, such as those now provided by the schools or colleges of education should not involve the Extension Division unless actual teaching is involved.

4. *The laws should be changed to recognize summer sessions as an integral part of the regular work of each institution.* Present laws, which seem to contemplate a separate organization for summer schools, are obsolete and have not generally been followed in practice during recent years.

5. *Continuing appropriations for specific schools and chairs should be eliminated and the funds included in the regular budget of the institutions.* Such sections of the law as 239.06, prescribing a chair of Americanism and Southern History at the two white institutions; Section 239.35, prescribing instruction in the Constitution; Section 239.36, Section 241.02, Section 241.08, Section 241.09 and other similar sections prescribing details of the curriculum or budget should be repealed.

6. *The organization of colleges, schools and departments at each institution should be further studied with a view to merging or re-organization of some units to provide a more effective, economical and functional organization.* At all times the programs and the teaching in the institutions of higher learning should be coordinated and kept closely related to the practical problems and needs in the state.

7. *At the University of Florida:* No additional experiment substations should be created except as recommended by the appropriate officials of the University and approved by the Board; funds for the experiment stations should be appropriated in one sum to the University instead of in separate sums for each station; more adequate provision should be made for education in music and art; consideration should be given to the possibility of reducing the consecutive residence requirement for candidates for advanced degrees.

8. *At Florida State College for Women:* No additional professional schools, colleges, or separate divisions should be established at present; consideration might well be given to the placing of the Bureau of Educational Research and Service in the College of Edu-

cation and the Department of Library Science either in the College of Education or in the College of Arts and Sciences; the Department of Library Science should be more adequately supported and the program be expanded and strengthened; adequate quarters for the School of Music should be provided as soon as possible.

9. *At Florida Agricultural and Mechanical College:* The institution should be given the same freedom in administration by its governing board as is given to the University of Florida and Florida State College for Women; salary schedules should be raised to a level which will attract more capable men and women; the offerings of the institution should be critically examined with a view to raising standards and providing a more effective program for all students; much more effective programs of agriculture and science are needed; more adequate facilities and services of many types should be provided and properly utilized.

CHAPTER XX

FACULTY PERSONNEL AND ORGANIZATION

For any institution of higher education to be effective it must have a well-qualified instructional staff who are allowed to work under conditions that make possible effective teaching. The qualifications and morale of the teaching staff weigh heavily in determining the value of the work of any institution.

To provide adequate instructional personnel at Florida's institutions of higher education for the fall of 1946 has been difficult. The unusually large increases in enrollments at each of the three institutions, even though anticipated months in advance, gave the administration little time to provide the necessary housing, classroom space and other physical facilities, and the instructional staff necessary for the incoming group. There were few enough well-qualified college teachers when enrollments were normal before the war and almost none had qualified during the war years. To recruit the additional personnel necessary for this great increase in students has been a difficult task.

The administrative organization at each of the institutions has been vigorous in its efforts to provide enough teachers with proper qualifications to take care of the increased enrollments helpfully. At each of the institutions the numbers of staff members are sufficient to allow the program to move forward on a satisfactory basis. Few classes are seriously overcrowded. The teaching day in many cases has been lengthened to include evening classes. The institutions are to be commended for the spirit in which they have undertaken to meet and solve the difficult problem of absorbing such tremendous increases in enrollments.

EDUCATIONAL QUALIFICATIONS

The education of the teaching staffs at both institutions for white students can be considered to be, on the whole, satisfactory.

As would be expected the University of Florida which offers a fairly heavy program of graduate work and grants the Ph.D. degree in certain fields, has a larger percentage of its teaching faculty holding (about 42 per cent) the doctoral degree than the Florida

State College for Women which offers work only through the master's degree. It is disappointing to note the very small percentage of persons holding earned doctoral degrees who are teaching at Florida Agricultural and Mechanical College (only about 4 per cent). Students in any college should have the opportunity to study under a few scholarly teachers. While a doctor's degree does not necessarily insure scholarship, it is safe to say that an institution that takes all other qualities of a good teacher into consideration before employment and then tries to find a teacher who possesses all of the attributes of a good teacher and a doctor's degree in addition will undoubtedly provide for its students teaching on a higher level than the one that is satisfied with lower scholastic attainments on the part of its faculty.

Too frequently college teachers are selected because of an exceptional scholastic record and, perhaps, unusual research ability. Any young man with a good college record, good research ability and a Ph.D. degree is considered by most college presidents desirable material for a college teaching staff. As a consequence there are in many institutions too many teachers who have neither the personal nor the professional qualifications for teaching. There could be only one result: a great deal of poor teaching on the college level. Persons expecting to become college teachers should have the necessary preparation in their field and in education and likewise should be provided opportunities to study with great teachers. A year or two years of study with superior teachers will give the prospective teacher a good chance to learn more about how to teach his subject effectively.

Institutions Represented in Training. The Florida institutions of higher education have recruited their faculties from colleges and universities over a wide area. Members of the instructional staffs have been chosen from many of America's leading institutions of higher education. There has been no apparent tendency to select a disproportionate number of the staffs from the institutions in which they are teaching.

Representation of Educational Interest. As would be expected the members of instructional staffs of the institutions of higher education represent varying educational interests. These different interests provide a desirable atmosphere for student learning. In such an atmosphere, however, it is desirable that scholars in one field of

specialization have enough general educational background to appreciate the problems and the achievements in other fields. Otherwise, students may develop prejudiced attitudes toward fields of learning that do not coincide with their interests. A well-balanced staff is essential to wholesome student growth.

ADMINISTRATIVE PERSONNEL

University of Florida. The administrative personnel of the University is made up of the president, the business manager, the dean of students, the registrar, the dean of the University, the deans and directors of the eleven schools and colleges, the dean of the graduate school, the dean of the general extension division, the director of Inter-American affairs, the director of libraries, the director of housing, the director of radio station WRUF, the director of the agricultural experiment station, the director of the agricultural extension service, the director of publicity, and the University examiner. The University needs to restudy its organization looking toward a coordination of activities and agencies that would result in fewer persons in top administrative positions. This should be a next step for the University of Florida.

Florida State College for Women. The administrative personnel of the Florida State College for Women in addition to the president consists of four academic deans, director of the graduate division, dean of students, director of personnel, registrar, director of the division of educational research and service, head dietitian, college physician, librarian, business manager, and director of the Department of Library Science. All of these officials are responsible directly to the president. With so many persons reporting to him the president has much of his time used up in details and has too little time for constructive planning. The president realizes the seriousness of the situation and is now working on a reorganization of the administrative machinery. Steps have already been taken for the consolidation of student personnel services under a single director. This will result in one official reporting directly to the president in this field instead of seven or eight under the old arrangement.

A good job of grouping of functions has already been accomplished in the consolidation of all business relations in the office of the busi-

ness manager. A reorganization of the entire program to make fewer people responsible directly to the president would save his energy and time and would probably result in more effective services to the students.

Florida Agricultural and Mechanical College. The officers of administration of the Florida A. and M. College are the president of the college, the vice-president, the business manager, the deans of the several divisions of the institution, the director of the summer session, the dean of men, the dean of women, the medical director, the head librarian, and the superintendent of maintenance. The Florida A. and M. College could profit from a study of its administrative organization looking toward a more effective coordination of responsibilities and a better basis of carrying through of policies adopted.

CONSIDERATION OF EDUCATIONAL POLICIES

At each of the institutions the administration welcomes from staff members suggestions that look toward the improvement of the educational program. There is a large amount of participation on the part of both faculty and students in the formulation of policies and plans for effective learning situations and in the execution of these policies when formulated. At both the University and Florida State College for Women representatives from the faculty are given a voice in the making of the budget and in the revision of salary schedules which certainly may affect the educational policies of the institution. The fact must not be overlooked that too widespread participation in these measures may be at the expense of time for study which may result in less effective teaching and learning. The Florida institutions seem to have maintained a sane balance in this program.

FACULTY ORGANIZATION

University of Florida. The University Senate is the legislative body of the faculty of the University. It is made up of 120 of the 450 members of the teaching and administrative staff. Persons eligible to serve as members of the senate are the president of the University, the academic and administrative deans, those holding the rank of professor, the registrar, the librarian, the director of the agricultural experiment station, the director of the agricultural extension service, the director of the engineering and industrial experiment station, and one member of the research staff of the engineering and industrial

experiment station. The senate has two principal functions—first, it serves as a clearing house to correlate all activities and acts of individual deans, the college faculties, and the standing committees; and second, it is a legislative body having power to make rules and regulations as it may deem advisable to promote the general welfare of the University so far as these are not reserved to the councils and the president.

There is, in addition to the University Senate, the General Assembly which is composed of all members of the faculty of the institution holding the rank of instructor and above. This organization has no legislative or executive power, but it does have the freedom to discuss any matter it wishes to bring up. Meetings of the General Assembly are held on call of the president of the institution.

There are twenty-one standing committees active on the campus at the present time not including administrative councils and boards. There are in addition many special committees working on postwar planning problems, some of which may eventually gain the status of standing committees. Approximately 75 per cent of the total staff of the institution hold membership on either standing or special committees.

Florida State College for Women. The Academic Senate, the faculty organization of the Florida State College for Women, has in its membership the president, deans, all members of the teaching staff above the rank of instructor, and the director of the graduate division. This body is given all of the authority usually accorded such organizations. It is particularly active in curriculum matters and in general faculty welfare. The Senate meets monthly and keeps regular minutes of its actions.

The faculty has twenty-one working committees which include in their membership about 95 per cent of the Senate, thus offering opportunities for staff members to participate in formulating policies for the institution and in carrying out these policies.

Florida Agricultural and Mechanical College. The institution is organized on a fairly democratic basis, each faculty member participating in the faculty meetings of the institution. The institution has a number of working committees which include in their membership

the majority of the teaching staff of the college. However, more constructive participation can be assured only as faculty standards are raised.

RECRUITMENT AND APPOINTMENT

University of Florida. The University of Florida takes seriously the problem of recruiting new personnel as is attested by the quality of the members of the present staff. The pattern for recommendations is good, the amount and kinds of data procured are adequate, and the bases of recommendations are sound. The University seeks its candidates from institutions providing the kind of training desirable for the work to be undertaken at the University of Florida. It does not seem to have centered upon a few institutions as a source of supply. The University would prefer to interview each candidate for a position. This is not always possible due to distances to be traveled and inadequate funds for travel purposes and a restriction of these funds to faculty use.

Florida State College for Women. The Florida State College for Women follows generally approved practices in the selection of new members of the teaching staff. Effort is made to procure all of the information that will be helpful in making a wise choice for each vacancy to be filled. The source to which the institution goes most frequently for new personnel is the graduate schools of the nation.

The College has found the following institutions in the order in which they are listed as useful sources of faculty recruits: Columbia, Chicago, University of North Carolina, University of Iowa, University of Illinois, Cornell University, University of Wisconsin, University of Pennsylvania, and Ohio State University. A wide range of other institutions is represented.

Personal interviews are insisted upon before appointment as professor, department head, or dean but are not required of persons of lower rank. Such interviews are usually at the expense of the candidate since the institution has no budgetary provision for such expenses. The College considers it good procedure to invite the candidate to the campus and opportunity is always made in such instances to have the candidate meet other members of the staff whose evaluation is sought before final consideration is given.

Florida Agricultural and Mechanical College. Recruitment and appointment at the Florida A. and M. College has been more difficult in recent years than at either of the two institutions for white students. In the first place, the salary schedule at the college is inadequate, thus making it difficult to procure desirable staff members for the amount of money available. Secondly, the personnel available for Negro institutions is less adequate than for white. In addition to these problems the housing situation is difficult since there is little desirable rental property in Tallahassee for staff members at the college.

Suggestions by the faculty of the institution seem to have predominated in building the present staff. The graduate schools which the college had found particularly useful in the recruitment of new members are Columbia University, Ohio State University, Atlanta University, Howard University, Hampton Institute, and Tuskegee Institute.

The administration, in seeking new personnel, tries to secure persons with a sound high school education, with thorough undergraduate training in college, and persons who can adjust to the problems faced by a minority group in a small southern community. The philosophy of the individual will have much to do with his success or failure in college teaching. Great care is exercised, therefore, to see that the individual is qualified and will fit into the atmosphere of the institution in a satisfactory way. Heads of departments and deans are requested to initiate the appointment for departmental staff members in the institution.

RETIREMENT PROVISIONS

All members of the instructional staffs at the University of Florida, the Florida State College for Women, and the Florida A. and M. College are eligible to retirement under the State Teachers Retirement System. Other employees of the institutions are eligible to retirement under the State Officers and Employees Retirement Program. Under each of these retirement programs the individual makes an annual contribution based upon salary, which according to the plan, is to be matched by the state, such contributions being made monthly. The Teachers Retirement System provides for optional retirement at age fifty-five and compulsory retirement at age seventy. There are,

however, a few instances in the state where present employees are allowed to continue working because of the shortage of personnel in some areas. The upper limit of income for retirement should be considerably increased; that is, the retirement income should be related directly to salaries and service.

INSURANCE PROVISIONS

Not one of the institutions of higher education in Florida makes provisions for any type of insurance for its faculty. There are a few groups on the campus of the University who carry hospitalization insurance but this is entirely on a voluntary basis. At the Florida State College for Women optional Blue Cross hospitalization and surgical plans are now in effect, and approximately one-half of the faculty have joined. In addition, approximately 75 members of the faculty participate in a commercial plan.

Most institutions find it advantageous to encourage group insurance for all members of the staffs. So helpful has it been found that many institutions have made it compulsory for employees. The three

state-supported institutions of higher education in Florida should consider seriously the encouragement of group insurance for all members of their staffs.

HOUSING FOR FACULTY MEMBERS

University of Florida. The University in the past has made no provision for housing members of its teaching staff. With the great influx of students this year additional housing had to be found for students. To relieve the critical problem of housing new members of the staff the University provided 30 housing units at Stengel Air Field near Gainesville and leased a hotel in which 18 employees of the University reside. Additional facilities for faculty families are being developed.

Florida State College for Women. The Florida State College for Women has experienced fewer housing problems for its faculty than most institutions of its size. This is due in large part to two situations. In the first place, the colleges for women did not have such a great influx of new students as the men's institutions and, consequently, were not required to recruit so many new staff members.

Second, the college was able to procure considerable housing at Dale Mabry Field, a local air base, and some of this was made available to new members of the instructional staff. The housing problem has not been solved to the satisfaction either of the administration or the staff but it is so much better than at most institutions that the problem could not be considered as serious in comparison.

Florida Agricultural and Mechanical College. The most serious housing problem faced by the faculty of any one of the institutions of higher education is the one that confronts the teaching staff of the Florida A. and M. College. Negro housing in general in Tallahassee is so poor that persons recruited for the faculty of the college find it wholly unsuitable for their purposes. There is little desirable rental property in the city and little property for sale in the community desirable as housing for members of the staff. The institution owns a few small houses available to staff members but provision of some kind should be made that would make work at the institution more attractive because of desirable living quarters for staff members. This problem has been partially solved this year through temporary housing provided in an area for the students of the institution. Some of these temporary housing units have been made available to staff members.

CONTINUITY OF SERVICE

The present arrangement requires the renewal of faculty contracts annually. At the University of Florida and the Florida State College for Women there is an understanding that appointments become permanent after a three year probationary period and that permanent employees may be removed only for cause. No such arrangement seems to have been worked out at the Florida A. and M. College. It is recommended that a definite arrangement be made whereby all faculty members in all of the units of the university system be given continuing contracts after a suitable probationary period and that the practice of issuing annual contracts to those on continuing contracts be discontinued. It is further recommended that the State Board of Education give serious consideration to placing on continuing contracts in the three institutions all administrative officials and all persons holding the rank of full professor and associate professor. Persons holding the rank of assistant professor should be given contracts of from three to five years in length and persons

holding the rank of instructor or below should be given annual contracts.

SABBATICAL LEAVES

No provision has ever been made at the University of Florida, the Florida State College for Women, or at the Florida A. and M. College for sabbatical leaves to encourage continued professional growth of faculty members. Leaves without pay are usually granted upon request of a faculty member. The State Board of Education should work out a sabbatical leave program that would permit any member of the instructional staff of any one of these institutions to have at least a half-year on half salary for further professional growth at least every seven years. Many of the major institutions of America now provide a half-year every fourth year and a full year every seventh year on half pay. Certainly a half-year with half pay every seventh year is a minimum for the Florida institutions, but it will be a good beginning.

SUMMARY OF RECOMMENDATIONS

1. *At each of the institutions a more serious effort should be made to obtain as members of the instructional staffs, persons who, in addition to special training in their respective fields, have a broad general background and who have been trained for teaching in their respective areas. Persons who have been trained only as subject matter specialists without any training for teaching may not be able to do a satisfactory job of teaching even in their field of specialization.*

2. *Sabbatical leaves for study and research should be provided at each of the institutions to permit members of the instructional staffs to have a half year on half salary at least once in seven years. Many institutions provide a full year of leave once every seven years.*

3. *All administrative officials and all members of the instructional staffs holding the rank of full professor and associate professor should be given continuing contracts. Assistant professors should be given continuing contracts for five year periods. Instructors should hold contracts of one-year terms. While the law should authorize the continuing contract plan, the specific policies should be prescribed by the State Board.*

4. *The upper limits of retirement income through the State*

Teachers Retirement System should be increased to be consistent with those in the general retirement system for state employees.

5. *Housing for faculty members should be provided at Florida Agricultural and Mechanical College for Negroes on a rental basis to enable the institution to attract and hold desirable teaching personnel. Each of the other institutions should be prepared to take steps in this field if such steps become necessary to aid in solving housing problems for faculty members.*

6. *The study of salaries and salary schedules which has been begun at the institutions should be continued. Each of the state institutions has need for a scale of salaries considerably higher than the amount paid at present. The same salary schedule should be used for all state institutions. Quality of teaching, quality of research, professional leadership, scholarly writing whether of the creative or research type, service to the institution and to the state, and the difficulty of procuring personnel because of competition with industry and business should be factors in determining salary levels.*

CHAPTER XXI

STUDENT PERSONNEL

Any fair appraisal of student personnel service at Florida's institutions of higher education affords evidence that there is genuine concern for wholesome growth and development at each of the three institutions. In this chapter will be found brief descriptions of some of the state's efforts on behalf of its students working on the college level.

ENROLLMENT TRENDS

University of Florida. The University of Florida has attracted students from a wide area for a long period of time. Last year there were 3,228 students on the campus, 2,932 of whom came from Florida while the others came from thirty-four states, the District of Columbia, and several foreign countries. The University has shown a consistent growth through the years. The enrollment for the current year as of October 10, 1946 was in excess of 6,200. The number of graduates grew from 110 in 1924-25 to 512 in 1942-43.

Florida State College for Women. The Florida State College for Women has grown steadily through the years. Enrollment increased from 645 in 1921-22 to 3,200 in October, 1946. The great majority of the students entering the Florida State College for Women come from Florida, but last year there were undergraduate enrollments from twenty other states and from two foreign countries.

Florida Agricultural and Mechanical College. The Florida A. and M. College has had a remarkable growth in the past twenty years. According to data submitted by the registrar, there were in 1925-26 a total of 123 students enrolled in the institution while in 1945-46, 1,481 students were enrolled. It is estimated that approximately 90 per cent of all students enrolled last year came from Florida. Of the students enrolling from Florida, an average of 40 per cent will continue through to graduation.

Private Colleges. The major trends in enrollments at private colleges for white students in the state are summarized below:

At the University of Miami located at Miami the enrollment in 1945-46 was over three times the enrollment in 1935-36. The enrollment of regular students in 1935-36 was 740, in 1940-41 it was 1,384, and in

1945-46 it was 2,450. Of the total 1,510 came from Dade and 190 from other counties in Florida. There were also between two and three hundred adults enrolled during each year of this period. Twenty-six students were enrolled in graduate work.

At the University of Tampa located at Tampa there were 438 students enrolled from Florida and 145 from other states in 1940-41. In 1945-46 there were 538 from Florida and 126 from other states. Practically all of the students from Florida came from Hillsborough County.

At Stetson University located at DeLand there were 513 Florida students and 306 from other states in 1935-36. In 1945-46 there were 950 from Florida and 159 from other states. Two hundred and fifty-one of the 1945-46 students came from Volusia County and another 325 came from Seminole, Polk, Lake, Duval, Orange, Dade, and Hillsborough Counties.

At Rollins College located at Winter Park there were only 95 students from Florida and 307 from other states in 1935-36. In 1945-46 there were 227 from Florida and 307 from other states. These were enrolled in under-graduate work. There were also six students enrolled in graduate work.

At Florida Southern College located at Lakeland there were 904 students in 1935-36, 911 in 1940-41 and 1,015 in 1945-46. Three hundred and eighty-nine of these were from Polk County and 126 from Hillsborough County. No graduate students were listed.

TABLE 1

ENROLLMENTS AT FLORIDA'S STATE-SUPPORTED INSTITUTIONS BY
FIVE YEAR INTERVALS, BEGINNING IN 1920

Institution	1920-21	1925-26	1930-31	1935-36	1940-41	1945-46
<i>University of Florida</i>						
Undergraduate						
Regular year	798	1,695	2,174	2,824	3,189	2,932
Summer session	708	946	1,246	1,972	2,640	801
Graduate						
Regular year	2	30	90	115	169	121
Summer session	—	—	119	117	440	128
<i>Florida State College for Women</i>						
Undergraduate						
Regular year	627	1,264	1,690	1,710	1,925	2,509
Summer session	399	451	785	816	1,135	936
Graduate						
Regular year	2	3	7	13	25	12
Summer session	—	—	3	5	6	7
<i>Florida A. and M. College for Negroes</i>						
Undergraduate						
Regular year	54	98	280	708	927	1,248
Summer session	248	123	504	1,015	1,180	1,401
Graduate						
Summer session	—	—	—	—	—	56

Trends at Each Institution. The following table gives the undergraduate and graduate enrollment during the regular year and summer session at each state institution by five year intervals beginning in 1920-21. Trends at the University of Florida were seriously interrupted during the war.

Enrollment at Out-of-State Institutions. On the basis of studies recently made it is apparent that approximately one-third of the Florida high school graduates are attending out-of-state institutions. The institutions most commonly attended by Florida students based on studies of the 1939-40 graduates are Georgia Tech, Emory, University of Alabama, Alabama Polytechnic Institute, University of North Carolina, Duke University, and University of Georgia. The women's colleges with the largest attendance of Florida students are Wesleyan and Agnes Scott in Georgia.

Information was obtained from most of these institutions regarding attendance of Florida students. At Georgia Tech, Florida students represent about 7 per cent of the attendance with 112 students from Florida in 1935-36, 241 in 1940-41 and 271 in 1945-46. At the University of Alabama there were 68 Florida students in 1935-36, 89 in 1940-41 and 178 in 1945-46. During the past year 78 of the Florida students were enrolled in arts and sciences, 31 in commerce and business administration, 15 in education, 17 in home economics and 27 in engineering.

At Alabama Polytechnic Institute there were 72 Florida students in 1935-36, 141 in 1940-41 and 272 in 1945-46. During that year 56 were enrolled in engineering and 20 in veterinary medicine.

At Emory University at Atlanta there were 83 Florida students in 1935-36, 230 in 1940-41 and 262 in 1945-46. Fifty-eight of the Florida students were enrolled in medicine, 41 in dentistry, 50 in arts and sciences, 15 in theology and 98 in nursing.

At the University of North Carolina, Florida students have constituted about 2 per cent of the attendance during recent years. There has been an average of 63 Florida students in attendance each year since 1937. For last year the number increased to 166 or about 4 per cent of the total enrollment. About 10 Florida students have also been enrolled each year at North Carolina State College and at the Women's College.

At Duke University the students from Florida have constituted slightly more than 3 per cent of the enrollment. There were 72 in 1935-36, 123 in 1940-41 and 184 in 1945-46.

Agnes Scott has had an average of from 20 to 25 students from Florida each year and Wesleyan has had from 30 to 56.

It is perhaps significant that more women than men students from Florida are in attendance at a number of the coeducational institutions and that in institutions where men from Florida predominate

in the enrollment there are relatively large numbers enrolled in the professional and technical schools.

ADMISSION POLICIES

A Cooperative Testing Service originated by the Florida Association of Colleges is administered by the University and the results made available to all institutions in the state.

University of Florida. The University of Florida admits students upon graduation from an accredited high school or by special examination if the student has not had the advantage of a high school education in an accredited school. In its admission program the University definitely discourages students of low ability from coming to college. High school graduates whose scores on the Cooperative Testing Service place them in the lowest quartile are advised not to come. If, however, a student of low ability from an accredited high school in Florida insists upon coming he is admitted to the institution. Records in the office of the registrar clearly indicate that such students do not normally do well in college after acceptance.

That the University attracts a desirable group of high school graduates is evident from the fact that from 41 to 45 per cent of those entering are in the top quartile on the entrance examinations.

The University gave General Education Development Tests to all new students entering this fall. If the total percentile made on each part of the test was 30 or better, the University admitted the candidate regardless of high school record or high school graduation. If the students made 50 per cent or better on any part of the test he was exempted from the comprehensive course in that area. If he made 60 per cent, he was given credit for the comprehensive in that area and was not required to substitute any course for it. This was a fair and a satisfactory basis for handling this problem.

When it became evident that great numbers of high school graduates would request admission to the University this autumn, a decision was made to limit the enrollment to 5,000 if possible but to take all qualified residents of Florida. By August 1, 7,200 qualified Floridians had applied for entrance. On August 15, this number had grown to 8,219. The problem was presented to the Governor and it was decided to establish a branch of the University in connec-

tion with Florida State College for Women by using the Dale Mabry Field facilities. Florida State College for Women now has about 500 men on its rolls while the University has more than 6,200 students registered. More than 1,000 students postponed their college programs and 500 of the 8,219 are at present unaccounted for.

Housing for the registrar at the University is cramped and inadequate. Additional space is being planned and should be available in the near future.

Florida State College for Women. Graduates of approved high schools with sixteen units or the equivalent are admitted to the Florida State College for Women. The sixteen units required for admission must include a minimum of twelve academic units, three of which must be in English. The remaining nine units must be distributed in at least three of the following fields: English, journalism, and speech; foreign language; history and social studies; mathematics; and science. A maximum of four non-academic units may be offered. In these four units may be included art, music, physical education, home economics, and business education subjects.

The testing program administered by the University of Florida in the high schools is available to girls as well as boys and the results of these tests are made available to the college. Entrance examinations are administered for applicants who did not graduate from an accredited high school. College credit is granted to ex-service women on admission in accordance with the recommendations of the Committee of the American Council on Education.

The college has been able to accept all qualified Florida applicants. For several years past it has not been possible to accept any new out-of-state applicants, although the number applying has been very large.

Florida Agricultural and Mechanical College. Graduates of approved high schools are admitted to the Florida A. and M. College without condition. Students who are not graduates of approved high schools may be enrolled in curricula that do not lead to college degrees.

ORIENTATION OF NEW STUDENTS

University of Florida. The orientation program carried out at the University includes freshman week, national cooperative tests of the

American Council on Education, a speech clinic for all students, personal chart information, a careful evaluation of the student's high school record to determine his foundation for college courses and to guide him in rounding out his general college education, and a carefully planned advisory system that gives to each adviser approximately fifty students for counseling purposes. This preliminary orientation program is followed by a thorough-going two-year program of further orientation in the University College where the courses and the counseling services have been carefully planned to provide a maximum of help to the incoming student.

Florida State College for Women. The college maintains an orientation program for all new students to acquaint them with their opportunities at the Florida State College for Women. Every effort is made to introduce the student personally to the new environment with which she will work. Some weeks in advance of registration, a freshman bulletin is mailed to every prospective new student which gives full information regarding the curricula of the College, the electives open to freshmen, and the regulations and traditions of the College. Based on information given in the bulletin, the prospective freshman makes a choice of curriculum and courses which is reviewed by the registrar's office and the academic dean in advance of actual registration.

New students report to the College one week in advance of the beginning of classes for a preliminary program of orientation which includes a meeting with the administrative officers of the College, group and individual conferences with academic deans, conferences with faculty advisors, visits to important parts of the College, and a rather complete program of testing. From 15 to 20 students are assigned to each faculty advisor. New students are also assigned to upperclass student counsellors who have been especially selected and trained for the purpose. The orientation program continues throughout the year through special convocations and house meetings conducted under the supervision of the dean of students and through conferences arranged for by the director of personnel.

Florida Agricultural and Mechanical College. This institution does not provide any considerable amount of orientation for the incoming student. A counseling system has been developed on the campus that helps the student to determine the curriculum he will follow. A more

adequate program of guidance, however, would result in a better adjusted curriculum for those enrolled.

COUNSELLING OF STUDENTS

University of Florida. The University College attempts to provide counselling services that will aid students to make good choices. In the selection of personnel for instruction programs every effort is made to find people who will be genuinely concerned over the possibilities for growth on the part of all students enrolled. Counsellors attempt to keep in mind always both the personal and professional life of the students. There is obvious need for even more effective counselling at the present time. As at all comparable institutions today, disproportionate numbers of students are enrolling in business administration, engineering and law. These enrollments seem to be out of line with future needs in these areas.

Florida State College for Women. Florida State College for Women provides good counselling services for all students. It has both a dean of students and a director of personnel. Although specific functions have been set up for these two officials, the duties overlap at several points. The functioning of these two officers could hardly be expected to proceed without some confusion since their programs are to a considerable extent competitive and overlapping. The lack of coordination involves an excessive duplication of student records and other personnel information.

Academic guidance is not properly centralized or coordinated. The registrar keeps academic records and accounts as secretary of the faculty committee on admissions. A properly coordinated counselling and guidance program would result in a more effective direction of student effort on the campus. The administration is aware of all of these problems and has recently had a nationally known authority in the field of personnel working with the institution on a reorganization of its entire personnel program. Plans are well advanced toward correcting existing difficulties.

Florida Agricultural and Mechanical College. A counselling system has been set up at the Florida A. and M. College this year through which each veteran receives help from an advisor in the regular faculty as well as through a veterans advisory system. The deans of divisions, heads of departments, and administrative deans also serve in a counselling capacity for all students enrolled.

EXTRACURRICULAR ACTIVITIES

University of Florida. At the University of Florida students comprising approximately 85 per cent of the student body engage in at least one extracurricular activity. The institution encourages all students to participate to as large a degree as is profitable. A student activity fee of \$24 annually is collected from each individual enrolled. This fee entitles the student to all athletic events, the publications of the institution, the Lyceum Bureau sponsored by the institution, the Student Union, and the program in dramatics. The activity program of students could well be helpfully expanded at the University of Florida. The entire program is handicapped because of inadequate facilities in the way of a Student Union Building and inadequate equipment for participation purposes. Social and recreational activities for all students should be greatly expanded. It would make for better morale and probably for better academic work if this could be accomplished.

Florida State College for Women. The Florida State College for Women administers its program of extracurricular activities for students on a basis that seems to be wholesome and conducive to large student participation. The entire program seems to have been worked out in such a way that practically all students participate in at least one activity outside of their curriculum requirements. Student activities are varied, comprehensive, well-regulated, well-supervised, and well-attended. Interest seems about evenly divided between activities of government and social life, athletic activities, religious interests, publications, and honorary societies.

Florida Agricultural and Mechanical College. The Florida A. and M. College does not possess the facilities for extracurricular activities that are to be found in either of the other institutions. There is no Student Union Building comparable to the buildings available to white students and the amount of money available for intramural and intercollegiate athletic events is exceedingly small. The program is further handicapped by a lack of genuine interest on the part of the faculty. The students are entitled to an educational advantage in this area they do not now enjoy.

FINANCIAL AID TO STUDENTS

University of Florida. The University of Florida has about \$60,000 available annually as a student loan fund. Last year eighty-two students received loans from this fund of from \$50 to \$200 each. Interest at the rate of 5 per cent is charged on all loans. Interest rates, however, may become effective when the loan is made or in some cases notes do not begin to bear interest until after graduation. Any student who has been in school one semester and who has an average of "C" for his work in the University is eligible for a loan. Some exceptions are made in the case of veterans.

The University has, in addition, a large number of desirable scholarships. In 1944-45, 304 students were awarded scholarships ranging in value from \$100 to \$500. In addition to the above there were certain grants-in-aid available to students attending the University. Last year 296 students received an average of \$170 each as a grant-in-aid for attendance at the University of Florida. Included in this list are students engaging in athletics and students in attendance at the University from Latin American countries.

Florida State College for Women. The Florida State College for Women has a loan fund of approximately \$55,000. This sum is available to upperclassmen of the institution at an interest rate of 4 per cent. Last year eleven students applied for and received loans varying in amount from \$150 to \$200. The institution also has a scholarship fund and last year thirty students were awarded scholarships in amounts from \$150 to \$200. The State of Florida provides scholarships for prospective teachers ranging from \$200 to \$400 annually. In addition to the above approximately \$20,000 is available from other agencies for loan purposes, some of which may be used by freshmen. Some loans do not bear interest until after graduation. On the whole the institution has a good number of financial aids to students in attendance.

Florida Agricultural and Mechanical College. The Florida A. and M. College has only a \$500 fund available for loans to students in addition to the scholarships for teachers provided by the state. Last year four loans were made at \$75 each to bear interest at the rate of 5 per cent such interest to start six months after the loan was made. Only students of nursing and the social sciences with an average grade of "B" are eligible to receive these loans. The institution has no fellowships and no other scholarships. It does, however, provide for grants-in-aid in athletics and nursing. Last year

seventy students received an average of \$208 each in these two fields.

HEALTH SERVICES

University of Florida. The University maintains good health service for all students in attendance including clinical care and hospitalization for persons who need it. These services have been considerably improved during the past few years. An infirmary fee of \$7.50 is paid by all students.

Florida State College for Women. The Florida State College for Women provides excellent health service for all students in attendance. A small hospital on the campus makes possible unusually good care of students who become ill while in college. The institution is to be commended for the adequacy of the health services. A health fee of \$5.00 per quarter is paid by all students.

Florida Agricultural and Mechanical College. The College provides a fair health service for all students enrolled. A physician is available on the campus, a small hospital is maintained by the institution for student care, and the general interest in the health of the students enrolled is good. The health services of the institution are provided for the small fee of \$6.50 annually. This, however, does not cover the hospital and physician's fee.

HOUSING AND BOARDING

University of Florida. The University of Florida is greatly in need of additional facilities for housing its student population. Many of the students are at the present time living in temporary buildings, some of which are on the campus and some located at a considerable distance from the campus. The University is unable at present to provide board for its students on a basis that is satisfactory either to the institution or to the student. The housing and boarding situation cannot be solved adequately until the institution is able to build additional residences for the students in attendance.

Florida State College for Women. This institution has made provision for housing and boarding 79 per cent of all students enrolled in the institution. Sorority houses care for an additional 11 per cent, while 8 per cent live in their own homes. Only 2 per cent of the

entire student body must be housed in off-campus rooming and boarding houses. Reasonably adequate temporary facilities have been provided at Dale Mabry Field this year for students attending the University branch.

The food provided for students is recognized as excellent and has been so recognized for a number of years.

Florida Agricultural and Mechanical College. The Florida A. and M. College provides residence halls for the great majority of students in attendance. The present facilities of the institution are, however, totally inadequate for the influx of students this year. Temporary housing is being provided in a wooded area on the campus of the College. On the whole the institution is providing reasonably desirable housing for its students. The cafeteria in which the students eat on the campus is unusually well organized and well operated and excellent food is provided.

STUDENT DISCIPLINE

University of Florida. Discipline is a minor problem at the University of Florida. Attendance at classes is high, the work spirit of the students is good, and little difficulty is experienced with student attitude and conduct. Many of the disciplinary problems are handled effectively by the students themselves through the Student Honor Court. All cases handled by the Student Honor Court are subject to review by the Faculty Discipline Committee or are tried *de novo*. The Student Government Association's regulations governing student conduct are published in two small volumes, the first covering the general regulations and the second, social activities, societies, fraternities, and clubs. Students are acquainted with these regulations during freshman week and are urged to work cooperatively with the institution in carrying them out.

Florida State College for Women. The student discipline problem in the Florida State College for Women is administered through a committee of students and faculty. There seem to be relatively few problems of a disciplinary nature in the institution. In serious conduct cases the Faculty Committee on Student Affairs has final authority to determine the action taken.

Florida Agricultural and Mechanical College. A study of cases of

student discipline would indicate that the institution has had relatively little trouble in this area in the past year. Only two students were dropped from the institution in 1945-46 and these were for violation of dormitory rules. The program at the College is administered by the dean of women and the dean of men with the assistance of a discipline committee.

STUDENT PLACEMENT

University of Florida. The University maintains a central office where students may procure part-time employment while in attendance at college if they so desire. It is estimated that approximately 60 per cent of all the students enrolled have found some part-time work through this office. The University also maintains an office for placement of its graduates. Approximately 80 per cent of the graduating class registered for placement and employment was found for all who registered. As in most institutions, the professional colleges are concerned about the placement of their students as well as the central placement bureau. The deans of the schools and colleges of Engineering, Agriculture, Forestry, Pharmacy, Education, Business Administration, and Law all concern themselves with the placement service and also frequently find positions for their graduates without the help of the central office. The situation today is such that employment can easily be found for all graduates of the institution.

Florida State College for Women. The College maintains a student placement service in the office of the director of personnel. This service attempts to provide part-time employment for students in college as well as employment for the graduates. Last year 26 per cent of the students in the institution were provided with part-time employment while in college, and 92 per cent of the 368 graduates were placed through the student placement bureau.

Florida Agricultural and Mechanical College. The Florida A. and M. College maintains a service through which students in attendance are assisted in finding part-time employment to help them through college. There is also a placement service maintained for graduates of the institution to aid them in finding desirable work upon graduation. The follow-up of the graduates is at present less adequate than is desired. This is true not only for the Florida A. and M. College but for the other institutions as well.

ATHLETICS

University of Florida. The Department of Athletics of the University is incorporated as an independent organization. This year the amount budgeted from state funds for the Athletic Department and the College of Physical Education, Health and Athletics, exclusive of the infirmary, is \$88,220; the amount for intramural athletics is \$3,150. The amount budgeted from the Athletic Association for intercollegiate athletics is \$245,550 and the amount for intramural athletics is \$4,800. The University is a member of the Southeastern Conference and probably has as inexpensive a program of athletics as is sponsored by any of the major institutions which are members of this organization.

Florida State College for Women. The Florida State College for Women does not sponsor athletic events. It does sponsor a highly effective program of physical education for its own students. The program of intramural activities provided for all students in attendance is unusually effective. The camp owned by the College on the lake near Tallahassee is used by the students for week-end recreational facilities. It offers good opportunities for wholesome companionship and the development of morale on the part of all students attending the College.

Florida Agricultural and Mechanical College. The Florida A. and M. College engages in the following intercollegiate sports: basketball, football, baseball, and track. The athletic program of the institution has received minor emphasis. All members of the coaching staff are regular members of the teaching staff with the exception of three part-time coaches who receive from \$400 to \$600 annually. Of the seven hundred men enrolled as students in the College, approximately one hundred engage in some form of athletics and about half of these are given financial assistance while in college. As previously noted, the amount of assistance granted is small and the program on the whole inexpensive.

EXPENSE OF LIVING

Florida's institutions of higher education are administered in such a manner that a resident of the state can obtain his college education at an unusually reasonable cost. At the Florida A. and M. College the total cost of all fees, room, board, and laundry for the academic

year is \$271.25. At the Florida State College for Women the cost for the year varies with the place of residence from a minimum of \$394.50 to a maximum of \$412.50. The minimum cost for students attending the University of Florida ranges from \$625 to \$835, the differences being due largely to the expensiveness of place of residence.

SUMMARY OF RECOMMENDATIONS

1. *The freshmen orientation program at each of the institutions should be continued and, if possible, made even more helpful. The program at the Florida Agricultural and Mechanical College in particular needs to be improved. Even closer coordination with the guidance programs in the high schools is highly desirable for all institutions.*

2. *At each of the institutions an effort should be made through the counselling program to assist students in selecting their courses on a basis which will help to prevent disproportionate enrollments in certain fields, and yet will take into consideration the abilities and aptitudes of the individual students.*

3. *The practice of erecting four and five story buildings for instruction and residence purposes should be abandoned unless adequate elevator service and fire safeguards are provided.*

4. *The administration of student personnel should be reorganized in the interest of efficiency and better service to the students. Duplication and compartmentalization of services should be reduced to a minimum.*

5. *All institutions should provide better supervision of students after placement.*

CHAPTER XXII

THE EDUCATION OF INSTRUCTIONAL AND ADMINISTRATIVE PERSONNEL

The citizens of Florida are faced with a major problem if they are to have good schools,—the problem of securing an adequate and competent teaching, administrative and supervisory staff. Excellent teachers, administrators and supervisors are needed to a degree that is truly crucial. The reason for this is twofold: (1) The limited number of individuals who have entered the profession during past years, particularly the wartime years, and (2) the demands of the expanded educational program proposed for the future.

If all of the teachers, administrators and supervisors in all the schools of the state were as good as the best now employed in some of the schools and counties visited by consultants, Florida's eminence in education—hence in government, economics, and cultural life—would be assured. However, it is evident to a casual observer that many individual schools and county school systems of the state are not staffed by personnel of this type. It is appropriate, therefore, that a separate chapter of this report be devoted to an examination of the education of the teaching and administrative personnel in Florida.

THE NATURE OF THE PROBLEM

There is hardly a community or county in the state which does not know from firsthand experience that *there is a serious shortage of instructional personnel*; few persons, however, realize the seriousness and the dangerous nature of this shortage. The crux of the problem of improving Florida's schools and of giving better educational opportunities to children and youth is that of providing real leadership in every classroom in every individual school and in every county school system. Adequate personnel and leadership within the State Department of Education and within the institutions of higher learning is likewise a prerequisite to satisfactory functioning of the school system. The relationship of the institutions of higher learning and in particular of the colleges of education within these institutions to this problem is explained in the paragraphs which follow.

Teacher Shortage

In a sense there has always been a shortage of well-qualified, efficient teachers. The wartime deficiencies in this respect have

brought the matter forceably to the attention of the public. Even though many of the approximately 5,000 sub-standard teachers now in service should be upgraded and retained, estimates show that Florida will need from 1,500 to 2,000 persons entering the profession each year in order to make normal replacements for those retiring, getting married or going into other types of work. Many teachers will be taking advantage of retirement during the next several years. This will tend to increase, rather than decrease, the problem before the citizens of the state. This entire situation is alarming. Not only the number but also the proportion of students enrolled in education at the institutions for whites has decreased greatly during recent years. Estimates on a nation-wide basis show nearly a fifty per cent decline. In Florida the *number now graduating is only about one-tenth enough to fill vacancies which are likely to occur.*

At Florida State College for Women, which has trained the largest percentage of teachers of any institution in the state, the proportion of the enrollment registered in education has decreased from nearly one-half of the total a few years ago to only about one-fifth of the total at present. At the University of Florida the number of undergraduates in education during the regular year has been and will continue very limited until the institution is made coeducational. At the non-public colleges in the state the total regular year enrollment in education has ranged from about 300 to about 500 during recent years.

When an analysis is made not only from the viewpoint of total numbers but from that of the numbers planning to enter certain critical teaching fields or grade levels, the situation appears even more alarming. For example, very few students enrolled in colleges of education are planning to teach in the elementary field. Certain subject matter fields in high school such as mathematics, science, physical education, library, music and art have few individuals enrolled. Teacher-training institutions have an important responsibility to guide a proportionate number of those interested in teaching into critical fields rather than to risk the possibility of over-producing in certain areas. The cooperation of employing officials in working out estimates of these needs should be sought.

Much more attention should be given to providing expanded facilities and more functional programs for the preparation of teachers in the vocational fields. All indications point to a greatly-

increased demand for vocational instruction in Florida. Teachers should be prepared to meet these demands. There are no provisions for training white teachers of vocational subjects other than for agriculture and home economics during the regular academic year. Courses offered during summers at Daytona Beach, as an extension of the facilities of the University of Florida, while beneficial and well conducted, have the disadvantage of segregating teachers of vocational subjects from teachers of other subjects during the training period. The evolution of programs can come best through wholehearted cooperation between the agencies concerned: the State Department of Education, the public schools, and the colleges and University. The absolutely essential union between vocational and non-vocational education must have its origin in the pre-service preparation of all teachers, and this ideal is not being attained within the programs now employed for either vocational or non-vocational teachers in the state.

The situation regarding Negro teachers in training is much better than that for whites. For Negroes teaching is regarded as a socially desirable profession and one in which the monetary return is fairly large in proportion to the returns which might be secured from following other lines of work. The number preparing to teach from the Negro institution will apparently be nearly enough to meet the needs.

Shortage of Administrative and Supervisory Personnel

While the shortage with respect to administrators and supervisors in terms of persons willing to accept such positions has not been noticeable there is a shortage from the standpoint of definitely superior individuals with the broad general training, specific professional training and leadership characteristics necessary to perform this task well. While Florida has many well-trained and capable administrative and supervisory leaders most of these should be further improved and additional persons should be prepared to replace those who leave and those who are not capable of meeting the responsibilities of an adequate school program. If the institutions of higher learning are to contribute in a maximum degree to vitalizing instruction in every classroom they will find it necessary to do this largely through working with the administrators and supervisors now in service and through assisting in the preparation of adequate personnel of this type to meet future needs. One phase of this problem was brought dramatically to the attention of the institutions in 1945 when Florida in-

stituted its supervisory program on a complete state coverage basis.

Specific Role of Institutions in Meeting the Problem

It will take the total efforts of both the private and state institutions of higher learning within Florida if these needs are to be met. Florida cannot continue to anticipate importing as large a proportion of its instructional personnel from outside the state as has been the case in the past. Moreover, the indications are quite clear that in the future the preparation of prospective teachers and administrators and the continued education of teachers and administrators on the job will have to be different in character and much higher in quality than Florida has afforded in the past.

The following statement indicates the particular responsibilities of institutions of higher learning in solving the shortage of instructional personnel: (a) They should assist in the selection and recruitment of teachers, (b) they should provide a well-balanced program for the training of instructional personnel involving general background courses, special subject courses and professional courses, (c) they are responsible for making all of the courses and experiences given as practical as possible, including many opportunities for observation and participation in actual teaching, administrative and supervisory situations, (d) they should continue to cooperate in building a better state-wide teacher education and certification program, (e) they should give assistance to the field and receive from the field stimulation which would enable them to make the college work more practical, (f) they, particularly the state-supported institutions, should cooperate with state and local leaders to develop adequate administrative and supervisory personnel.

PLANNING AND ORGANIZING PRE-SERVICE PROGRAMS

Of all of the responsibilities listed above the one which in the long run falls most heavily upon the shoulders of the teacher-training institutions is that of planning and organizing pre-service programs which will enable the future teacher, administrator or supervisor to function effectively on the job. Since most administrators and supervisors will be serving for a period of time early in their professional career as teachers, the statements made below are centered largely around the problem connected with pre-service programs to educate teachers.

The proper preparation of teachers, administrators and supervisors is the most important single task facing Florida's educational system

at the present time. Better instruction in the schools is necessary if the schools are to be improved, and better instruction will require better facilities for teacher preparation.

Devising a Well-Rounded Program

From the long-time point of view Florida has been wise in establishing teacher education as a part of colleges offering comprehensive work instead of in separate normal schools. Yet certain problems remain to be solved if this policy is to operate satisfactorily.

No college or school of education can or should undertake the entire task involved in the preparation of teachers. Each teacher and administrator must have a broad background of general education, thorough training in the field of specialization, and the necessary professional education dealing with the understanding, knowledge and skills pertaining to his work *The entire institution must participate in developing properly organized and balanced programs of studies and in carrying on the process of teacher preparation.*

A favorable "atmosphere" for the preparation of teachers is essential in each institution which prepares teachers. This atmosphere includes a genuine interest in and concern for education on the part of the personnel of the entire institution, a high regard for the important role played by the teacher, and other similar factors. At Florida State College for Women the atmosphere is fair to good. At the Florida A. and M. College the atmosphere is fair but the situation is unsatisfactory because of the relatively low academic standards. At the University of Florida the problem is not one of standards but of unconcern or open disparagement on the part of many faculty members, other than those in the College of Education, toward persons preparing to teach and toward education as a career. Improving this atmosphere is a task of major importance for the immediate future.

While the programs now in force at the University of Florida and Florida State College for Women in general education are to be commended, there is evidence that *some of the courses offered within this general program are not yet adjusted to meet the needs of the future teachers.* It is recommended that such courses be studied (1) to ascertain whether too detailed or advanced treatment of certain phases of general education exists and (2) to discover the extent to which the comprehensive courses cover adequately, and without duplication, certain areas of general education of which teachers

have need. There is urgent need for a special study to be made regarding the extent to which courses designed to give secondary teachers a grasp of the subject field or fields in which they are planning to teach serve the purposes of the prospective teacher rather than that of a future research worker. Comments from those employing teachers now being trained in the institutions of higher learning emphasize the unsatisfactory performance of teachers who have been trained from a too highly specialized viewpoint. English teachers, for example, may learn English but not the English they need to teach high school students.

Colleges of education have made progress toward eliminating overlapping and non-essential courses within the area of professional training. They have also attempted to make the work more practical. However, this task has not been completely achieved and there is need for much further reorganizing, readjusting and making more functional the work within the professional field.

Providing a Wide Range of Experience to Make Applicable What Is Taught

Practical experiences are very valuable if offered along with the theoretical work which is being presented in courses. This is quite as true for academic subjects as for those in education. Furthermore, the method of teaching used by academic professors (and by professors of education as well) frequently denies, insofar as effect upon the student is concerned, the principles of good teaching. Teachers tend to teach as they are taught and not as they are told to teach. This does not imply that courses in principles of teaching are useless but rather that such courses need to be re-enforced and not nullified *in practice*. Each class, therefore, both of academic and professional nature needs to be a living demonstration of good teaching.

Providing for Experience with Children in Various Situations

If Florida is to have teachers who understand and know children, provision must be made for many actual experiences with children in various situations. Theoretical courses in educational psychology will not accomplish the objective. While the institutions generally over the state are trying to make these courses of a laboratory nature and to acquaint the teachers in training from the very beginning of their career with children, this objective has not yet fully been realized. The colleges of education should plan for more extended

experiences on the part of prospective teachers through such means as the following: Through observation and participation in the work of schools in different types of communities; through field trips to public schools of different sorts during the academic college years; through participation in the college demonstration or laboratory school prior to the internship period; and through planning with the prospective teacher a summer program designed to give experience in dealing with boys and girls in summer camps, and so on.

The Internship

After these informal types of experiences with children have been completed, the student should be ready for more definite and extended teaching in a regular classroom. Some Florida colleges, especially Florida State College for Women, have moved rapidly toward extensive use of the internship plan under which prospective teachers secure the "practical experience" which is so necessary prior to full employment. Under this program the prospective teacher, after having had certain experiences and courses in the institution, is placed under the guidance of a capable public school teacher and in a realistic teaching situation.

While the internship program gives experience in a practical situation and thereby enables the prospective teacher to enter upon her regular teaching career with a minimum of loss to the employing public, those guiding the program realize that the plan needs further organization and direction. The following problems must be solved if the internship program is to reach its maximum possibilities.

(1) The role of public school teachers, principals, supervisors and administrators in sharing the responsibility for helping the institutions with this task needs to be further *defined* and fully *accepted*.

(2) A cooperative program for the supervision of interns is desirable. This should include both the State Department of Education and the institutions of higher learning. Some regionalization of the program should be planned.

(3) The state institutions need much more financial assistance and personnel in order to supervise adequately the interns who are getting their practical teaching experience in this work. This is necessary to safeguard the intern and to give to the teacher the guidance he or she needs to conduct the work properly.

(4) There is need for more definite orientation of the intern and the directing teacher. It should be the role of the institution to build proper readiness on the part of both.

(5) Those institutions who place their students during this period in the public schools of the local community on a part-day basis must find ways and means of making this experience fully equivalent to that of internship. Where the student carries an academic load along with

observation and practice teaching it is impossible for him to learn to think in terms of the total school day. Furthermore, prospective teachers need to be made aware of the total range of teaching duties rather than only with their responsibilities for one period of subject.

(6) Careful evaluation needs to be carried out to determine the answers to such questions as the following: Is the internship period too long? Are the follow-up seminars well done? Does the prospective teacher need some observation and participation in a practice or laboratory school (under the guidance of the college) prior to doing internship, presumably, in a less ideal situation?

Providing for Guidance, Placement and Follow-up

It is unfortunate that Florida has not in the past dignified the teaching profession with sufficient financial and social rewards that the colleges of education in the institutions of higher learning could select carefully those who would be permitted to enter upon teacher training work. Until such time arrives, the institutions can select only within certain limits. The comprehensive scholarship program for prospective teachers, enacted by the 1945 Legislature, is already showing results in that it enables the state to draw into the teaching profession adaptable and bright minds and good personalities many of whom would be otherwise unable to attend college. Colleges of education should seek to guide into some other type of work suited to the individual those who show themselves obviously unsuited for teaching.

Adequate finances and staff should be available in the colleges of education of the state institutions to provide for a continuous guidance program which would enable a comprehensive check to be made with respect to professional understanding, leadership, personality characteristics and other attributes which make up a good teacher. Careful attention should also be given to placement in terms of the needs of the employer and the characteristics and background of the student. It is essential that the staff of the College of Education in each of the state-supported institutions include one full-time person who gives attention to guidance of students and to helping to place the "right graduate in the right position."

Institutions, particularly the state institutions, need to be able to follow up their graduates in the field. Only in this way can the colleges of education evaluate and decide whether or not the courses and experiences offered in the pre-service period are functional when the student goes on the job. This follow-up could be done by the same

personnel which would be employed for handling intern teaching, provided the load were kept reasonable.

Providing for Improvement of Programs

Those engaged in the education of teachers should be studying and working constantly to improve their programs in the light of changing demands and new knowledge. This implies the closest sort of meshing between teacher-preparation curricula and the programs of public schools. The Florida institutions have not gone as far in this respect as they might have done. The responsibility of the colleges and schools of education for field services should be fully recognized and adequate provision made for necessary time and travel to enable their staff members to render the services needed. Practices such as the following might be followed with great profit.

- (1) Careful follow-up conferences with graduates and the employers of graduates.
- (2) Joint planning of college curricula by public school and college people.
- (3) Active involvement of the college faculty in various public school improvement enterprises.
- (4) A carefully planned program of extensive visitation to public schools by college faculty members.
- (5) Constant evaluation of the content of college curricula in the light of current needs in the public schools.

Some Trends in Teacher Education Which Need More Study and Implementation

Among the most important problems which have not been solved satisfactorily are the following: Building in teachers an understanding of the connection between education and improved living and wise development of the resources of the state; building an adequate understanding of the relationship of the school to community life and improvement; building a first-hand knowledge and understanding of the behavior of children and youth; building a knowledge and understanding of modern aids to learning and their proper use in the classroom; development of the ability and willingness to concentrate attention upon certain goals of concern to all teachers and pupils, such as the improvement of health and citizenship and of the ability to read, write and speak properly and intelligently; and development of a more functional program for administrators and supervisors.

Criteria for Delimiting the Work of Institutions in Training Instructional Personnel

It is unwise for all of the institutions in the state to attempt to offer programs for the training of all types of teachers, administrators, and supervisors needed. Particularly is this true with respect to the education of personnel who will deal with specialized aspects of the instructional program. The observations listed below constitute in a general way a guide to the range of education for the instructional personnel which an institution should attempt. In a few fields, institutions within the state have not yet secured adequate facilities to offer the special type of training desired and needed; in such instances, cooperation with regional institutions is desirable.

1. The scope of the offering of the institution with respect to education of instructional personnel should be definitely limited by the total number and training of staff members, particularly staff members in the college of education.

2. In preparing personnel to perform special functions (such as librarians, home economics teachers, administrators, and supervisors) special care needs to be taken. Many of the institutions of the state are prepared to train secondary teachers in such major fields as mathematics, English, science and social studies. Not every institution, however, is prepared to train teachers of *special* subjects in high school, guidance directors, deans of students, administrators, supervisors or elementary teachers.

3. The adequacy of building space, library facilities and of schools in which observation and participation in practice teaching can be carried out, preceding and following the internship, should further limit the scope of the work of any given institution.

4. The training of regular classroom teachers to recognize certain handicaps and deficiencies of children and to deal with milder cases can be carried out in the state institutions and in a few of the private colleges. If the purpose goes beyond that of building general understanding sufficient to enable a teacher to know when to refer more serious cases to the properly trained technicians, cooperation with regional institutions may have to be effected.

5. Cooperation with regional institutions should be effected to provide for the education of instructional personnel where the problems to be solved and the training to be given goes beyond the limitation cited in the preceding statement. This applies also in the case of administrative and supervisory personnel in charge of special assignments such as county or city supervisors of exceptional children or school psychologists. The training of general elementary and secondary supervisors, however, can be effectively carried on within the state.

6. As facilities and staff can be and are provided within Florida for training specialized types of personnel efficiently and economically regional cooperation should become less necessary.

Facilities and Staffs in the State Institutions of Higher Learning

At the University of Florida there is within the College of Education a faculty capable of conducting teacher education covering a relatively wide range of school positions. The institution has an

excellent curriculum laboratory and at present is the only institution within Florida approved for giving work at the doctorate level in the field of education. There are excellent laboratory or demonstration school facilities. Up to the present time most of the actual teaching experience for the prospective teachers has been done in this manner rather than through internship.

One of the main difficulties in the past, in addition to the problem of developing a suitable atmosphere for teacher education on the general campus, has been that the facilities and staff provided could not be used to the maximum due to a small enrollment in the College of Education. This problem is connected with the whole problem of coeducation and is treated elsewhere in this report.

At the Florida State College for Women the facilities are limited, particularly because of the inadequate campus school. It is fortunate that an adequate campus school is now being planned. If the College of Education at the Florida State College for Women is to render the services which are requested of it by the various school systems over the state the faculty will also need to be expanded. At this institution, while there is no particular antagonism to teacher education, it is evident that there is need for the assumption of further responsibility in this regard on the part of those staff members who are to provide the courses and experiences designed to give a general background and pre-professional education needed by future teachers.

Facilities and staff at the Florida A. and M. College, the only state-supported institution for the training of Negro teachers, are totally inadequate. Until the state supports this institution as it should there is no likelihood that a well-rounded, highly efficient program of teacher-education will be developed. This institution also is greatly in need of a campus school. The facilities and staff at the present campus school were considered so inadequate that the regional accrediting agency (Southern Association of Secondary Schools and Colleges) recommended dropping the school from the approved list of secondary schools. Deficiencies with reference to the inadequacy of the professional training facilities and staff merely parallel deficiencies in other departments of the college. The work in general education and in special fields (particularly science) is greatly handicapped.

ROLE OF INSTITUTIONS IN IN-SERVICE TRAINING OF TEACHERS

One of the most pronounced trends in teacher education in recent years is that of in-service education for teachers. It is no longer

assumed that a teacher-education institution can turn out a finished product within the four year period required for *regular* certification at the present time.

The schools of Florida, in all probability, are going to have to be operated during the next few years with teaching personnel quite similar to the personnel now staffing them. There will be some influx of better prepared persons—the size of the influx being determined chiefly by what the people of the state do to make it larger or smaller—but many replacements will not be adequately prepared. This does not present a hopeless situation; however, it does emphasize *the need for a program to reach these willing but poorly prepared teachers with the help they need and to provide a caliber of leadership for the school program in the state which can overcome some of the shortcomings of individual teachers.* The problem of capable leadership will be particularly important during this period, and unless particularly capable and well-trained administrators are in charge, there is danger that the entire program may break down.

Course Offerings by Institutions for Teachers in Service

The following types of course offerings should be developed and extended by the institutions of higher learning if teachers are to continue to grow in service.

1. *The course offerings and requirements at the graduate level should be reorganized and brought more in line with the needs of teachers.* Some progress has been made in this respect at each of the three state institutions by setting up a modified master's degree program. Further work needs to be done in bringing such courses as taught more in line with the needs of principals, teachers and administrators in the field.

2. *Institutions should conduct during the year the types of courses found to be most valuable for the in-service teaching and administrative personnel.* A state institution can conduct much of this work through the General Extension Division. Colleges of education can also conduct continuing workshops or set up special seminars or conferences on the campus for teachers during the regular academic year.

3. *Institutions should provide for the college staff to visit and assist in solving problems in the field and for conferences of workers from the field on the campus.*

4. *Institutions should cooperate with local school systems in bringing visiting professors and outstanding educators for brief periods of time as consultants to public school systems operating within the immediate area served by the college.*

5. *Institutions should provide contacts for teachers with the experimental approach in solving behavior problems of children.* This might be done through child behavior clinics, reading clinics, or similar offerings on the campus of the college either during the academic

year or in summer. Elsewhere in this report it is recommended that clinical services be provided to assist public school teachers and principals in analyzing certain unusual behavior problems of children. It would be well if this program were begun through an expansion of clinical facilities to perform this function at each of the state institutions. Such clinical centers could also give consultative service on the use and interpretation of testing programs, diagnosing problems of students and in many other areas.

Types of In-Service Programs to be Conducted Under Joint Sponsorship

The institutions of higher learning should recognize that there are other forces at work attempting to improve teachers in service. County school systems now have at least the beginnings of adequate supervisory staffs. There is a state supervisory program and the general extension division continues to provide facilities and staff for rendering service of this type. All of these forces and agencies are necessary. They should not be considered as duplicating or overlapping. It will be necessary, however, for the State Department of Education, the state supervisory staff, the institutions of higher learning, particularly state institutions of higher learning, the general extension division and local school systems to continue to cooperate closely in the development of in-service programs to the end that they may be properly coordinated and non-duplicating.

The outstanding type of in-service program at present in Florida is the "workshop." This term is used to designate a practical type of educational program which is carried on with public school teachers, administrators and supervisors. It seeks to get away from an entirely theoretical consideration of problems and to attack problems as they exist in public schools. While workshops in some states have been rather loosely organized, it is fortunate that careful planning on the part of the five agencies mentioned has provided Florida with a workshop program which is coordinated and directed toward more definite objectives than is ordinarily the case. However, if the workshop program is to continue to be an integral part of the in-service program and if its maximum possibilities are to be realized the following points need to be kept in mind.

1. *The individual school systems and county school systems requesting this type of service should realize that the college staff which can be devoted to this work is distinctly limited.* Furthermore, the need for this type of service comes at the same time the institutions are carrying their heaviest load in connection with summer school programs for teachers.

2. *While no definite limit can be set upon the number of workshops to be offered by the state institutions of higher learning it is*

obvious that no more workshops should be offered than the staff can direct properly.

3. *The cooperating agencies should continue to define and clarify the goals to be accomplished through workshops and to improve the procedures used in them.*

4. *Provided the workshops continue to have careful supervision, guidance and direction there is no reason why credit earned in this manner should not be taken at full value in determining whether individuals taking such work have completed their requirements leading to the bachelor's or master's degree.*

5. *A careful evaluation should be conducted following each workshop to ascertain whether or not teachers perform better as a result of the experience. This will take additional staff in the colleges in order that staff members who direct workshops may be available for this follow-up service.*

6. *The workshop designed to assist the total faculty (including the principal) of an individual school will never be possible on a large scale if conducted by the institutional staff alone. This type of planning, however, is most necessary if Florida's children and youth are to have the opportunity to attend a school in which the learning opportunities are properly guided and coordinated.*

7. *The total faculty planning mentioned above can be done (without credit) on a broad scale in the future, however, after the administrative and supervisory personnel have had the opportunity to acquire the techniques and skills necessary to direct or to guide this type of experience for their faculties.*

8. *Prior consideration in the immediate future, therefore, should be given to conducting on the campuses of the state institutions leadership training conferences or workshops to develop this competency and quality of leadership on the part of school principals at both the elementary and secondary levels. If the program recommended elsewhere in this report is adopted it will be possible for a principal to have the services of his teachers for one week in advance of the school year and for three weeks at the close of the school year in order to accomplish these objectives. The providing, therefore, of leadership training to administrators and supervisors should be one of the primary objectives of the teacher-training institutions during the next several years.*

9. *The state institutions should aid the public schools by working directly with teachers, administrators and supervisors in analyzing behavior problems of children, in developing wise programs of testing and guidance, in developing interest and leadership in certain new fields such as food, clothing and shelter emphasized through the Sloan Foundation Program at the University of Florida and visual education through the general extension division services.*

THE ROLE OF INSTITUTIONS IN HELPING BUILD STATE REQUIREMENTS FOR CERTIFICATION

If Florida's schools are to have adequate teachers, administrators, and supervisors it is necessary that there be unity and harmony among (1) those who are preparing the teachers, (2) those who are certifying the teachers and (3) those who are employing the teachers. Teacher-education, certification, placement and employment are thus

tied together. All of the persons involved in any one of these three aspects need to be acquainted with the thinking of those connected with the other aspects.

If the expanded and improved instructional program recommended in this report is to become an actuality the state must see to it through its certification program that the competencies necessary to put this program into effect are provided through the teacher education program. Satisfactory teacher certification should accompany the development of a good teacher education program.

Criteria for an Adequate Certification Program

In establishing its certification policies for teachers and administrators Florida should take cognizance of the following:

1. *Certification should require broad training, not specialization alone.* The future teacher will need to be well prepared in one or two areas or at certain school levels—elementary, secondary, or junior college. There is evidence, however, that, particularly at the high school level, too much emphasis has been placed upon specialization to the neglect of a proper amount of general training involving other areas of knowledge.

2. *Certification should require enough specialization to guarantee proficiency with certain age levels of pupils and, at the secondary level, within certain subject fields.* This does not imply, however, that the training will be devoted exclusively to dealing with a particular age level of pupils or with one teaching field. All teachers need to know something of both the vocational and general emphasis in education and to understand about the teaching of health, citizenship, reading, character education and other phases of education that cannot be delegated to an individual teacher.

3. *Certification should require that professional courses be well organized, that they be comprehensive and touch big phases and principles of teaching.* There has been too much emphasis in the past upon isolated special methods courses. There has also been unlimited freedom to pick non-essential courses of a professional nature so long as these amounted to a prescribed total. While flexibility up to a point is desirable, it becomes injurious when it fails to insure proper balance and coverage. With only one-sixth of the total time within a four-year course given to professional work such courses cannot be a "hit or miss" affair.

4. *Certification should, as to teaching-field-coverage, not be that of the "blanket" variety; nor should it be so restricted that teachers become, because of the narrow range or specialization, unusable outside of one special subject.*

5. *Certification should be so arranged with respect to grade level coverage that, while special attention is given to teaching in a particular grade or group of grades, overspecialization to the extent the teacher knows nothing of the preceding or succeeding grade is prevented.*

6. *Certification should be so arranged with respect to type of service coverage that, while adequate attention is given to the par-*

ticular job to be performed, there is some understanding and appreciation built with respect to the nature of the other fellow's job. This means that teachers should have some understanding of the problems of the administrator and of the administrative work that has to go on in a school. Likewise, the principals should have the basis for a thorough understanding of the instructional as well as of the administrative problems of the schools.

7. *Certification should assume that beyond the regular type of certificate, based upon a four year program, training for all types of instructional personnel will be necessary at successive intervals.*

8. *Certification should keep separate and distinct all types of temporary and emergency certificates from the regular or standard type of certificate.* Florida is fortunate in that the State Department of Education has pursued such a policy zealously. Although Florida is having to use teachers with emergency or temporary certificates, these teachers are so regarded and certified. If at any time in the future it becomes possible to secure regularly qualified teachers, the state will not have given any type of permanent certification to temporary personnel.

9. *In Florida, as the teacher supply increases, steps should be taken to discontinue the sub-standard types of certificates in the following order:*

(a) Discontinue issuance of the approximately 1,000 emergency certificates which have been issued every year for the past several years upon the basis of less than one year of college training (some times upon less than high school training).

(b) Discontinue next the issuance of the temporary type of certificate which is based on one up to five years of training which does not in quality or coverage meet the standards prescribed for the regular graduate certificate.

(c) Discontinue next the issuance of two-year undergraduate certificates since it is recognized that it is impossible to train fully a teacher within four years, certainly not within two years.

10. *Certificates should be devised in addition to the graduate certificate (based on four years of training) which are based on a fifth and sixth year of training.* These advanced certificates are essential to encourage better prepared administrators, supervisors and teachers. These levels of certification should also be reflected in the apportionment scale used to distribute state aid to counties.

Building and Carrying Out a Program: The Teacher Education Advisory Council

Florida has been moving rapidly in the direction of setting up a teacher certification program in keeping with the foregoing criteria. The chief agency which has been working to this end has been the Florida Teacher Education Advisory Council. This council was established in 1938 by the State Superintendent and has made considerable progress. While the meetings have not been held as frequently as desirable and while no funds have been provided for attendance on the part of the membership the spirit generated and the work accomplished is noteworthy. The present Teacher Educa-

tion Advisory Council composed of representatives from the colleges, the State Department of Education certification division and the public schools has made definite progress toward building a teacher-education and certification program which has gradually assumed a better balance and proportion in keeping with the criteria prescribed above.

However, the potentialities of the Florida Teacher Education Advisory Council have not yet been fully realized. The following recommendations if carried into effect will make the Teacher Education Advisory Council in the future an even more important and helpful organization:

1. *The membership of the council should be expanded to include about as many "continuing members" from the public school field as from the colleges and the State Department. Additional advisory committees should be organized on a temporary basis from time to time as need dictates.*

2. *The council should spend much more of its energies in the next five to ten year period analyzing critically the programs of the institutions in terms of whether the courses or experiences given prospective teachers enable these individuals to perform well in the actual teaching situation.*

3. *The meetings of the council should be held for more extended periods of time and attention given to intensive attack on specific problems as well as to a review of the situation as it is developing generally.*

4. *The state should provide adequate funds for financing the work of the council and should give it legal status. Travel and subsistence should be provided for members of the council to attend meetings and carry on studies, and continuing membership should be provided as for the Courses of Study Committee.*

PREPARATION OF LEADERS

Properly prepared leaders are necessary before much improvement can be expected in the instructional program. It is evident that during past years not enough emphasis has been placed on thorough preparation for all county superintendents, principals and supervisors.

The heart of in-service education will always be found in leadership exercised by school principals. Many principals in Florida are still not prepared to assume fully their leadership responsibilities. There are many causes, some of which are due to organizational defects and some to financial inadequacies. However, much of the weakness can be traced to the fact that relatively few school principals in the state

are really qualified to help teachers on the job. Not only should the program for pre-service preparation of principals be strengthened but provision should be made for special study courses such as those now provided for superintendents. In preparation for the time when all principals are employed and paid on a year-round basis the colleges should plan special short courses and workshops placing emphasis on training for community leadership.

The special program of study for county superintendents now well under way at the College of Education of the University of Florida deserves high commendation. Participation in it is gratifying but commonly does not include representation from about one-fourth of the counties in greatest need of assistance. It is to be hoped that this program can be extended to give state-wide coverage.

Other commendable features of graduate study opportunities in the state's colleges and universities could be named, but the impressive fact and plain truth is that Florida is not yet fully prepared to produce the leaders and specialists it needs for its schools.

The off-campus, county-system workshops which have operated in the state seem to offer excellent laboratories for discovering and developing school leaders. The special workshops, such as those for county supervisors and visiting teachers, seem also to have made valuable contributions.

The continued education of teachers, administrators and supervisors in Florida is important enough to receive greatly increased attention. That attention should be stimulated, focused, and translated into action programs through the leadership of the State Department of Education with the alert guidance of an active Advisory Council on Teacher Education and with the cooperation of all institutions of higher learning. Most teachers and school leaders in Florida want to do better what they conceive to be their jobs; most of them will become competent if they have adequate opportunities and are properly prepared.

SUMMARY OF RECOMMENDATIONS

1. *A program to interest capable young people in education as a career should be started immediately.* If this program is to attain results it will need to be as well organized and as efficient as the program for attracting tourists or for developing new industries.

Moreover, to be effective it must include all of the elements which will help to make education more attractive to young people. Better information and guidance in high schools, a better atmosphere for teacher education at the colleges, a continuation and improvement of the present scholarship plan, better salaries, better leadership and teaching conditions in the school and many other similar steps are essential.

2. *The citizens of Florida should recognize and make clear to the institutions of higher learning that their number one job during the next few years is to prepare good teachers and administrators for the schools of the state.* The work in the teacher preparation institutions should be made as challenging and practical as possible. This means that the institutions should keep in close touch with the field and with the problems facing the schools. All teacher preparation courses should be carefully reviewed to insure the elimination of duplication and to provide for proper emphasis on child development, on the school as a community agency and on problems connected with improving the living of people. Strong and capable leadership should be exercised by the State Department of Education in helping to improve the teacher education programs.

3. *The Teacher Education Advisory Council should be expanded, legally authorized, and properly financed.* Potentially there is probably no more important educational commission or council in Florida than the Teacher Education Advisory Council. The membership should be expanded to include larger representation from the public schools as well as from the colleges and the State Department of Education. In the hands of this Council should rest much of the planning for better teacher education and certification in Florida.

4. *More adequate facilities should be provided for guidance, counselling, placement and follow-up services for students preparing to teach.* Only persons who show definite aptitudes for educational work should be encouraged to continue their preparation in that field. Continuing counselling services should be provided to help to prepare teachers with the required character and personality traits as well as the knowledges, skills and attitudes necessary to do a good job. It is the responsibility of schools and colleges of education to improve the plan for selecting those who should be prepared as teachers.

5. *The state institutions should expand and adjust the scope of their offerings to meet the needs of Florida's improved public school program.* Many new services will be needed if Florida's children and youth are to receive the kind of education recommended in this report. Superintendents, principals, guidance directors, deans of students, supervisors, teachers of exceptional children, and classroom teachers capable of diagnosing reading difficulties or behavior problems will need to be developed for the schools of the state. Field services such as those already begun should be further developed.

6. *Particular attention should be given by the state institutions to expanding and coordinating their programs of in-service training.* Summer study on college campuses is beneficial but other forms of in-service education such as off-campus workshops to assist teachers and principals in various counties to meet day to day practical problems and short courses for superintendents, principals and non-instructional personnel are also necessary. All requirements which needlessly restrict education for teachers to the college campus should be eliminated.

7. *Facilities for training of vocational teachers at the higher institutions should be expanded and improved.* Teachers of vocational subjects should have a broad background of general education as well as the necessary knowledge and skills in the field in which they are to teach. This background should be provided for all prospective teachers at the institutions of higher learning so that all groups of teachers may be prepared to work together effectively when they accept positions in the public schools. It is important for the internship plan to be used in the vocational as well as in other fields.

8. *The staff and facilities at the one state-supported institution for the training of Negro instructional personnel must be expanded and improved immediately if the state is to expect the Florida A. and M. College to produce good teachers, administrators and supervisors.*

9. *Certification of teachers, principals, administrators and supervisors should be geared to the emerging program of education in Florida.* All special barriers to the flow of well qualified teachers from outside Florida should be eliminated. The well-intentioned legislative act requiring every teacher to pass an examination on the Constitution is one of these as is also the act purporting to require

two years' residence in Florida prior to employment. The Teacher Education Advisory Council is at present working on new standards for certification which should result in the development of competency rather than the accumulation of additional college hours.

10. *The internship program in Florida should be further developed and improved.* It is an excellent plan to give prospective teachers their prepractice in actual school situations. The teachers in the public schools who are guiding these interns, however, need special orientation for the work. The colleges need the staff to visit these interns frequently to insure maximum growth of the prospective teacher. Intern teaching, however, does not replace entirely experiences to be gained in campus laboratory or demonstration schools. The facilities in this respect at Florida State College for Women and at Florida A. and M. College need to be improved. The scholarship law relative to providing money for teachers of interns should be changed so that the funds provided may be disbursed to persons engaged in this work upon their attendance at training meetings designed to orient them for this work.

11. *The atmosphere in which teacher education is carried on should be greatly improved.* At some of the institutions considerable progress has been made during recent years. When all members of the faculty recognize the importance of teacher-education and cooperate in carrying out a good program, instead of showing by their attitude and actions that they have little regard for the education of teachers, the prospect of attracting and preparing competent young people for teaching will be greatly improved.

12. *After the present revision of certification requirements is completed the state should proceed at once to set up definite standards for approval of institutions for training the persons to serve in the various types of positions and fields of service needed to carry out Florida's expanding educational program.* This is essential to assure that programs of teacher education will be adequate.

CHAPTER XXIII

EDUCATION IN MEDICINE, DENTISTRY, PHARMACY AND NURSING

EDUCATION IN MEDICINE

For some time there has been a growing insistence among many citizens of Florida that some satisfactory provision be made for the education of students from the state in medicine and related fields. There has been a rather general impression that the establishment of medical, dental and other similar schools is the only way to solve the problem.

Section 241.47, Florida Statutes, 1943, provided for the establishment of an institution of higher education in the State to be known as the "University of South Florida" which is to be coeducational and is to have "as its primary purpose a school of medicine, a school of pharmacy, and a school of dentistry." However, no funds were appropriated to carry out this project.

Our country at the time this statute was adopted was at war. Medical and related personnel were being called into the armed services; thousands of young men and women both in uniform and in civilian dress were moving from one section of the country to another. Almost every state was suffering from painful shortages of medical services both within and without hospitals. Florida for a variety of reasons perhaps suffered more acutely in this regard than many other parts of the homeland. It was only natural to seek a remedy in the establishment of schools to turn out personnel to meet the prevailing exigency. Many think the only remedy for shortages is greater production, whether the end sought be more doctors, dentists, and other professional personnel or more consumable goods. Florida, furthermore, each winter faces the need of taking care of a large and increasing influx of tourists; this in itself is not a simple consideration.

Need of Physicians in Florida

In 1940, according to the United States census, Florida had a ratio of 108 physicians per 100,000 population, as compared to 125 per 100,000 population, the national average; this gave Florida a rank of 26th among the 48 states—higher than any other southern state, but still not high enough to be satisfactory. Florida has long been thought of as one state standing in relatively favorable position in

the proportion of physicians to population even though without a medical school. Wisconsin, Utah, Louisiana, Virginia, Texas, Oklahoma, Tennessee, Kentucky, Georgia, North Carolina and South Carolina with one or more four-year medical schools rank lower than Florida in physicians to population ratio. In fact it has come to be held almost an axiom among experts that *there is actually little relation between the presence, or absence, of a medical school within any state and the number of physicians in practice there in proportion to population.* The proper distribution of physicians, particularly to the smaller communities, has long been an outstanding national problem. There is abundant evidence that the mere presence of a medical school within a state will not solve this problem. Again it may be said that the large influx of winter tourists in Florida creates an annual situation difficult to meet by the adoption of any simple merely routine measures.

Factors which Operate to Attract and Hold Physicians

The nature of medical practice is such that the physician with modern preparation requires the availability of laboratory resources, complicated and varied, and also, for many patients, requires up-to-date hospital facilities. As a result when the older physicians give up practice in the communities where such general facilities are not available they are not likely to be replaced by younger men. Thus, it turns out that *medicine at the crossroads is fast disappearing regardless of the state.* Physicians are more and more concentrating in urban centers; larger resources and facilities for practice are to be found there. Any state with a preponderance of high class facilities for the practice of medicine will attract practitioners regardless of place of birth, or the state in which they received their medical education, provided several other factors obtain. *States with inadequate facilities for medical practice may inevitably expect to suffer from a shortage of physicians.*

In addition to facilities the physician is likely to locate where social and economic conditions are favorable, where schools, churches, and community recreational resources are normal, and where professional associates are to be found. Put bluntly, modern medicine does not thrive in isolation.

Another factor which operates powerfully toward supplying local physicians is the internship. It has long been observed that com-

munities with internships and residencies of top quality, which are found in the better organized, supported, and staffed hospitals, attract medical graduates almost without regard to location, for those finishing such internships and residencies show a striking disposition to settle in the very communities where these hospital appointments have been served. This is only natural to expect because of the local contacts made, friendships developed, sometimes partnerships formed, and observations made as to the possibilities of earning a living, including hospital privileges in the community where the internship, or residency, was completed. Marriage during hospital days, not infrequently to local girls, is often pointed to as another factor in location for practice.

The system of licensure in any state also makes for or against the attraction of medical practitioners. It can well be understood why Florida has set up high practice barriers against the "tourist physician" who might like to combine a winter holiday with limited practice when practice opportunities are at the year's peak, leaving the leaner months to those in annual residence within the state. None the less, if the restrictions on licensure are too high this is certain to make against the ready availability of physicians who might otherwise be highly useful to the state. Florida, for example, does not accept the examinations of the National Board of Medical Examiners as an adequate qualification for licensure to practice medicine in the state. Only three other states, Indiana, Montana, and Wisconsin, are restrictive to the same extent. Further, Florida does not provide for reciprocity with any other state; the only other states to follow this policy are Idaho, Massachusetts, and Rhode Island. Whether the examination policies of the State Board of Medical Examiners of Florida are too restrictive is not the concern of this study. When, however, it is considered that most of the graduates of our medical schools in the United States today are pretty well prepared for the practice of medicine, perhaps better prepared than in any other large country of the world, the procedure for seeking a license should be viewed from the standpoint of public interest. Decision on this point must be made by the state which legalizes and maintains this procedure.

Florida's Medical Students

In 1938-40, Florida had 36.9 first-year medical students in school somewhere in this country per 1,000,000 population, as compared to

45.7 for the United States as a whole. For the twelve states, including Florida, with no approved medical school, this figure was 44.7; for the seven states with two-year medical schools, only 44.7; and for the twenty-nine states with four-year medical schools, 45.8. Figures comparable to those just presented are not available for other years. However, in 1944-45 Florida had 87 freshmen students enrolled for medicine in thirty-one different schools. "In the country at large there were just 5.0 freshmen enrolled per 100,000 inhabitants, employing the 1940 census figure. Exactly the same ratio applies for the total freshmen registration from these twelve states as a group without medical schools."¹ In 1945-46 there were 539 freshmen

medical students from states in which no medical or basic science school (two-year) is located. In the freshman classes of 1945-46, there were 4.5 per 100,000 population from the states having a medical school, and almost the same number, 4.4 freshmen per 100,000 entering schools from states without medical schools. "These figures suggest that those students from states lacking a medical school have as good a chance for admission as do students residing in a state which does have a medical school within its borders. Justification for developing a new medical school must rest on other grounds."²

It should also be borne in mind that in no state do all students who wish to study medicine find a ready opportunity to do so; the number is often too large or the individuals are not thought to be too well qualified from the standpoint of preparation, ability, personality, and other essential considerations, as deemed necessary by the admitting authorities. No state can expect to make arrangements to accept all applicants for medical study. The freshmen medical class, except in the very large schools, usually numbers from fifty to eighty. In recent years students in such numbers from Florida have been admitted to medical schools in other states.

Requirements for a Medical School

Medical education for many years has been generally recognized as the most expensive form of education. The teaching laboratories,

¹*Journal of the American Medical Association*, Volume 129, September 1, 1945, page 52.

²*Journal of the American Medical Association*, Volume 131, August 17, 1946, Page 1290.

research facilities, and teaching hospitals and clinics are costly to build and expensive to operate. Qualified teachers of medicine are insufficient in number to meet the already existing needs. Compensation, furthermore, must be high to attract and hold these men from medical practice. Under present conditions it is exceedingly difficult to give an accurate estimate of construction costs. On the market of 1938-40 a minimum laboratory building with equipment was estimated at \$1,000,000; currently that should be pushed up to one and a half or two million dollars. A teaching hospital of about five hundred beds including one hundred private beds and the usual out-patient department then cost about \$2,800,000 inclusive of equipment. Such a hospital today would run to at least \$5,000,000. Even a modest medical center would involve in addition a dormitory for at least forty or fifty interns and residents; dormitory for men medical students; dormitory for women medical students, for student nurses and graduate nurses; recreational facilities, such as tennis courts; a playing field, including a gymnasium, which is very desirable in view of the long day-time schedule of work in laboratories, classrooms, hospitals, and out-patient clinics, frequently requiring the use of evening hours for relaxation and maintenance of physical well-being. Such a gymnasium can also be used by certain classes of patients, for the physical reconditioning of convalescent cases and for emotionally disturbed, acutely ill psychiatric cases. On the present market nine to ten million dollars is not too high an estimate of the cost of a modern medical center; some would expend more. It must also be stressed that a teaching hospital is more expensive to construct than the average general hospital and, furthermore, that the average general hospital is usually not well designed for teaching purposes. A makeshift hospital without special teaching rooms, laboratories, offices for clinicians, teaching amphitheatre, and related facilities will tremendously handicap routine work and make seriously against securing and holding able teachers and assistants.

Not including the cost of operating a large teaching hospital for the moment, the budget for any medical school about to be established should provide from \$400,000 to \$500,000 a year, not counting student fees. Such a budget will include some funds for research not chargeable to medical education. It is a mistake not thus to make provision for research. Additional provision should be made if a generous research program is to be undertaken. The South in par-

ticular is in need of greater emphasis upon research. Few competent to speak will challenge this point.

The cost of operating a teaching hospital will depend upon the number of ward beds, the number of beds for private patients, and depend somewhat upon the type of construction, the cost of heat, electric power, water, and standard of maintenance. The type of architecture will also affect the maintenance costs. In addition to fees paid by patients an annual subsidy for a four or five hundred bed teaching hospital should not be less than \$500,000 a year. The budget of the school of nursing should be independent and should set up a minimum of \$50,000 a year, more if possible, in addition to student fees.

Summarized, to build a reasonably complete medical school with associated teaching hospital and other facilities will today cost from \$9,000,000 to \$10,000,000; its operation, or annual subsidy, in addition to fees from students and patients about \$1,000,000. Depending upon hospital charges, this figure could run much higher.

Location of Medical School

It should be stressed that the mere location of a medical school and associated hospitals and clinics is not a simple matter in itself. Historically, many American medical schools originated independent of American universities and were subsequently associated with them for the most part, even though located in different communities, or different parts of the same community. However, this precedent should not be too persuasive in the location of any new medical school.

There are many reasons for suggesting that a medical school whenever undertaken be located on a university campus. Here already are usually established effective departments of physics, chemistry, biology, sociology, economics, statistics, psychology and certain engineering departments, most of them with considerable research under way. Many of the activities of a medical school are related both to the teaching and to the research of these departments. For example, a student who is working for an advanced degree in biology, or in chemistry, may wish to round out his work with a course in medical bacteriology, or in biochemistry. On the other hand members of the medical school faculty both in their teaching and research often wish to seek the cooperation of the faculties and departments already mentioned, and others. The total library resources of a university campus,

in addition to the medical library itself, are of outstanding importance to the faculty and students of any medical school. There is even an economy in not duplicating in a medical library numerous journals and some books to be found in a typical general university library. Furthermore, the association of the faculty members of the university makes a significant contribution both to scholarship and to the morale of both groups. Medical research when isolated loses much by the absence of graduate students, many of whom find it profitable to work with the medical scientists thus engaged. On the other hand this association is just as profitable to the research involved as it is to the graduate students.

There are other economies and advantages in locating a medical school on a university campus. Many developmental activities, including the lectures of visiting scholars, art exhibits, musicals, recreational provisions and the like are there already available. University dormitories can be more economically extended and maintained for medical students as a part of a university system than otherwise.

The University of Florida at Gainesville is fairly centrally located to all parts of the state. Its teaching hospital and clinics if ever established could be reached readily by air and highway transportation and the hospital could be made apical to the development of a system of hospitals with regional units located in such large communities as Jacksonville, Miami, and Tampa; or if the teaching hospital and medical school were located at Miami as a part of a future unit of the University of Florida system there, Gainesville might be made the site of one of the regional hospitals of a state system to function for the area and for the students and faculty of the university. Other states are now contemplating, or have already undertaken, such development, using the medical center at which the medical school is located as a fundamental instrumentality in a modern hospital system, involving both public and privately controlled hospitals insofar as they volunteer to cooperate.

Just what Florida's needs in hospitals are the study contemplated for the immediate future for the state ought to reveal in detail. Here it seems necessary only to record that adequate hospitals and health centers properly distributed are quite as important in attracting and holding health service personnel within the various communities of the state as they are to patients themselves. An integrated, coordinated hospital program represents the newer emphasis in

medical care for a state, whether viewed from the standpoint of the local community, the standpoint of the natural regions of the state, or from the standpoint of the state as a whole. In any such program as this a well located center for teaching investigative work, hospital care, consultation service, postgraduate instruction and related services may be more important from a long range point of view than the mere graduation of medical and related personnel. Put otherwise, there may be more justification for establishing a medical center for teaching, research, and the care of the sick to head up an integrated hospital system than for any other reason. Just how far a modernly conceived hospital program or system can go in development without a central institution, including a medical school and teaching hospital, is purely an academic question which can only be answered in terms of experience, which up to now no state has had.

A medical school and associated hospitals on the campus of a university can usually make a very large contribution to university health services.

It may be argued that the University of Florida for example is located in too small a community ever to support a medical center that there would not be sufficient teaching cases in obstetrics, pediatrics, and perhaps other specialties, that the cases within the hospitals would too largely run to chronic rather than acute conditions, and that the outpatient clinic would be too small to meet teaching requirements. Other communities no larger than Gainesville, now that transportation to distant places is greatly simplified, do not find their location as great a handicap as location away from the university campus would be. Furthermore, in the event Florida achieves a modern hospital set-up for the state a good deal of teaching would be done outside of Gainesville no doubt. This could hold for undergraduates to a considerable extent and hold extensively for postgraduate and graduate education. However, to make out a case for the possibility of locating a future medical school at the University of Florida does not mean that this is the only possible location for it. It does seem desirable to caution against arguments that could readily be raised against Gainesville or any other similar location in the state.

A medical school located in a smaller community has an advantage which must not be overlooked; here with the heads of the major clinical services largely, or altogether, on a whole-time basis and with proper university control for the remainder of the clinical teaching,

the local profession in private practice would not feel the competition from the medical faculty and hospital staff that is generally the case in the larger urban centers. It is exceedingly difficult, and also expensive, to maintain clinical instruction on an absolutely whole-time basis for all personnel, and even then jealousies and serious differences between local practitioners and those in the medical center are more likely to arise when the medical school and allied hospitals are located away from a university. To some this may seem an inconsequential item but it may prove to be very serious under some circumstances.

In the earlier years the medical curriculum was sometimes set up to be taught, the first half in the clinical fields in some larger, distant city, but with present trends in medical education this is now held to be quite inadvisable whenever new schools are to be opened. The curriculum can no longer be divided at any one point, for if instruction is given in the most approved manner there must be continuity from the first to the last year of the course, the medical scientists and the clinician each having increased participation in instruction in every department of the medical school.

Inasmuch as many conditions including social, economic, population shifts and distribution of hospital facilities are changing in a rapidly developing state like Florida, it is suggested that if medical and allied schools are to be considered for establishment some years hence, a detailed study then be made as to location; to speak with considerable assurance then in terms of conditions today may prove highly unfortunate.

Difficulty of Establishing a Medical School Apart from the University

It is sometimes argued that it is advantageous to set up a medical school in a large metropolitan center because of the presence there of qualified specialists in medicine and a municipal or other hospital for the purpose. Putting a medical school into operation is not as simple as that. An ample laboratory building, both for teaching and research, with plans worked out after long study, including visits to other institutions, must be built in immediate association with a teaching hospital. A hospital suitable for teaching can be constructed only after special study. Good laboratory and hospital facilities go a long way toward attracting and holding the kind of medical faculty which every institution is seeking. If a local hospital should be used

for teaching, even when especially designed for the purpose, a proper contract between the medical school and the hospital is of cardinal importance. But in addition to the facilities already mentioned there ought to be dormitories for students, for interns, for nurses; recreational facilities, including a gymnasium for students and certain patients; good boarding arrangements; a library generously equipped and maintained and, if possible, immediate association with a graduate school and other educational and cultural contacts. Merely to establish a medical school in association with a city hospital does not meet the requirements of a medical education today. Such academic isolation is neither fair to students nor to the faculty and will require many years of uphill battle to overcome. Finally, such an arrangement as this immediately invites a clash between the "ins," the medical faculty, and the "outs," the doctors of the community who are not members of the faculty. This should not be regarded a minor consideration.

First Things Should Come First

Greater Support for the University System Needed. Since it is so easy for governments to undertake projects because of an actual, or assumed, need when other commitments have not been adequately met, it is advisable to consider the financial resources of the higher institutions. It is gratifying to note that these have been improved. However, the budget for higher education, by comparison with other budgets for higher education, is not adequate to say the least. Other important educational commitments are proposed by the present survey. Before undertaking the establishment of a medical school and related activities it would seem highly important, therefore, that ample support be given the institutions of higher learning and other educational functions already undertaken or immediately under way. The State of Florida could readily spend as much money for the operation of a new medical center as is now spent upon its University. Even so this medical institution would not likely be a top-ranking leader in its field.

A Hospital System for the State. Almost every state in the nation faces a demand for better hospital care which is so insistent that it can hardly be ignored either from the standpoint of public interest or from the standpoint of providing medical facilities of such quality as will attract and hold medical practitioners as pre-

viously mentioned. Surveys are being made throughout the country which are intended to develop a master plan for hospitals and medical centers by states. Such a plan must be completed and approved by the United States Public Health Service before federal funds can be allotted to the state for hospital and health center construction, the Federal Government paying one-third of the cost of approved projects within the limit set. If Florida is to take advantage of this resource to improve and extend its hospitals and health centers large resources must be made available. Furthermore, this is not an undertaking for a single year; it is expected that federal funds will be made available over a five-year period and some think for a longer time. It would seem advisable, therefore, for any state to ascertain its probable commitments for a hospital program before launching an enterprise as expensive both to construct and to maintain as a medical school.

How Florida May Provide More Physicians Without a Medical School

It has already been pointed out that Florida ranks relatively high by comparison with many states in the proportion of physicians to population and in the proportion of young men and women in the study of medicine in proportion to the population. To capitalize on these already existing advantages the following measures are proposed:

1. *Reciprocity in Licensing.* Florida should consider liberalizing its procedures for the licensing of physicians by selecting high grade practitioners on the basis of reciprocity with other states; by accepting the results of the National Board of Medical Examiners; by perhaps offering licensure on a short-term reciprocity basis to make sufficient physicians available to care for winter tourists; and perhaps by a general overhauling of the whole system of licensure, at the same time maintaining proper standard for admission to practice in the state and continuance in this practice, requiring license renewals on, say, a five-year basis; the requirement that a postgraduate course be taken during each five-year period might be considered. At any rate, if Florida wishes to attract physicians, even its own sons and daughters, standards of licensure should not be too restrictive, although proper standards for continuance in practice must of necessity be maintained.

It may be worth noting that during the five-year period, 1935-1939 inclusive, 778 individuals passed the examinations of the State

Board of Medical Examiners of Florida and 174 or 18.2 per cent failed. In the next five-year period, 1940-1945 inclusive, 710 passed these examinations while 69 or 8.9 failed. The large majority of those appearing before the Florida board had previously passed medical examinations in other states.

2. *Scholarships and Contracts with Regional Centers.* Medical education should be viewed from the standpoint of its regional possibilities; to this end Florida should consider contracting with one or several medical schools in other states to receive its medical students on a subsidized basis, including payment of student tuition in part to meet the difference in cost of tuition which might be charged in Florida for such education and the tuition charged at the institution actually entered. On this basis substantial economies could be achieved and the present emergency, whatever it is, be met without the necessity of immediately starting a medical school in Florida. There is already precedent for this procedure; West Virginia buys medical education from Virginia; Virginia buys medical education for the Negro from Meharry Medical College.

One procedure for financing medical education in another state on a contract basis would be to appropriate funds for this purpose to the University of Florida to be used either in Florida or elsewhere. Then the University would enter into formal contract with another institution, or institutions, if it has legal authority to do so; if not, simple permissive legislation patterned on that of West Virginia and Virginia is suggested.

As factors in regional medical educational procedures for Florida, it is suggested that an advisor of medical students (also for the guidance of premedical students) be authorized for the University: That students file applications with him for approval and certification to contracting schools of medicine with which final authority must rest for admission; that such students be followed by the advisor through medical school, through the internship, and even to practice in Florida, giving every encouragement to the student to think that his home state has need of his service. The advisor should also, with a proper committee, administer any loan and scholarship funds which might appropriately be made available for medical students. Experience has shown that when a responsible authority like the advisor suggested functions in specific relation to students as proposed the number of students returning to home communities for practice is considerably increased.

3. *Develop State Hospital System.* It should be borne in mind that the pattern of future medical practice will involve hospitals and health centers with appropriate diagnostic laboratories and such arrangements for the care of the sick as will permit the graduate to practice the type of medicine which he has been taught; this may mean more and more organizations for group practice. Here comes to the fore the need of the type of coordinated, integrated, hospital organization for the state which is contemplated in the new federal legislation, a central or base hospital for Florida with well located regional hospitals and with local or community hospitals and health centers related to the district or regional hospitals, somewhat in the manner of our solar system.

4. *Strengthen Internships.* Internships and residencies should be increased and strengthened within the state as a means of attracting and of holding young practitioners for work in the state. Hospital development in Florida as contemplated will contribute substantially here.

5. *Provide Postgraduate Medical Education.* The University of Florida, though not made responsible for operating a medical school, should be provided with tax funds for the extension of postgraduate medical education in the state; this commendable movement is already under way with practically no state support. The latter is justified for its role in attracting and holding high grade practitioners through the availability of postgraduate courses as well as for benefits to patients. The advisor of medical students suggested above might also function as director of postgraduate medical education in the state. Apart from his salary the cost of such a program is negligible inasmuch as physicians are usually willing to pay reasonable fees for the courses taken.

6. *Encourage Pre-payment Health Service Plans.* Every encouragement should be given by a variety of means to the development of pre-payment plans for hospitalization and medical care within hospitals. When the public can pay for medical care, and this can be most readily done on a pre-payment basis, better opportunities for making a living by medical practice tend to attract and hold practitioners. The state might well consider encouragement of routine hospital care for the indigent on the basis of hospital service contracts, the cost of which could be paid in varying proportions by the holders of these contracts if payments were made on a monthly basis

rather than follow the now prevailing method of meeting the need for hospitalization only when it arises; this generally means that the community or the state or both pay the entire cost of hospital care.

EDUCATION IN DENTISTRY

The number of students available for admission to dental schools is still small when compared to the number seeking an opportunity to study medicine. On the whole dental schools are small and their operation exceedingly high in per capita cost often being equal to, or greater than, the per capita cost of medical education. Establishing a dental school is also expensive involving much the same laboratory set-up as a medical school. Clinic arrangements, however, are not so expensive as medical education requires.

Fortunately, dental education in its development is now at a point where its needs can be well met on a regional basis. For the Southeast schools located in Atlanta, New Orleans, Memphis, Nashville (for Negroes), Louisville and Richmond ought to meet all requirements for many years provided certain of the existing schools are further developed. This can be assured with support in students and in subsidies which the area should provide.

Florida does not rank as high in dentists among the states as it does in physicians. Its rank is thirty-third with 38 dentists per 100,000 population (census 1940) as compared with 58 for the United States as a whole. It is regretted that some students now applying for entrance to medical schools are not encouraged by proper guidance to apply for dental education. Only about forty per cent of those applying to medical schools before the war were accepted. That itself creates a problem when it is recalled that the preparation for medical study is specialized.

It is evident that Florida is in need of dentists. It is recommended that the advisor of medical students suggested for the University of Florida be given also the responsibility of serving as advisor of dental students; that the state contract for dental education with existing schools; that scholarships and loan funds be made available to dental students and that they be given the same guidance as is recommended for medical students. No such arrangement has thus far been made in the United States for dental education, except for Negro students at Meharry Medical College. As a subsidy the state should be pre-

pared to pay the difference between the cost of dental education and the amount provided by student fees less any contribution which can be justified from endowment or state support at the institution concerned. However, if the contracting state makes no contribution to capital outlays, including expensive equipment, it should be prepared to make a more generous contribution on the basis of subsidy, say, \$500 to \$1,000 per year per student.

What is said here with reference to dental education applies equally to white and Negro students.

Let it also be recorded that the importance of dentistry and dental education should not be measured by the brief treatment given here. Dentistry is certainly a major health specialty with growing emphasis on research: prevention as well as restorative work. Wide-spread dental defects and their serious effects among school children, for example, are too well known to require any course except action to bring relief. Part of the remedy is to be found in more dentists of whom there is a general shortage. States for this and other reasons must do their utmost in support of already existing dental schools.

Permissive legislation with funds appropriated to the University of Florida for dental education to be spent in Florida or elsewhere is one way of initiating dental education on a regional basis.

EDUCATION IN PHARMACY

The University of Florida maintains a good small school of pharmacy now overcrowded, understaffed, and underpaid. To most people pharmacy stands for the corner drug store. Little is generally known about the pharmacy graduate in research, in manufacturing, in salesmanship, in the many government services, in pharmacy education, in narcotic control, and in a variety of other positions. For a long time, there has been a dearth of thoroughly prepared pharmacists with advanced degrees in particular.

Inasmuch as pharmacy, like dentistry, nursing and public health nursing, is a field allied to medicine, it seems appropriate here to point to some of the needs,—some rather insistent—of the school of pharmacy of the University of Florida.

Housing the School. If the school of pharmacy is housed in the proposed new chemistry-pharmacy building as planned this school would be fairly well provided for except biological research. When

the proposed building for this work is erected, as scheduled for early construction, the school of pharmacy will have available wide quarters for experimental animals and their use for investigative work. Such a resource is imperative in animal research which is developing rapidly as an indispensable tool for the teaching of undergraduate and graduate students in the sciences basic to pharmacy.

Teaching Personnel. The present faculty of the school of pharmacy at the University of Florida is undertaking an almost impossible job due to increased enrollment. Apparently, for a long time this faculty has been overworked, yet deserves a great deal of credit for its teaching and research. Graduate students in pharmacy have been taught and directed under difficult circumstances. A substantial increase in faculty numbers and in compensation is urged. Unless early action is taken in this direction the work of this school is likely to be paralyzed.

Student Body. At a distance one may wonder why until recently the University of Florida school of pharmacy has not attracted a larger student body. A closer check shows the size of the faculty and the teaching facilities have not justified increased enrollment. Those who have left the University of Florida with graduate degrees (17 with Ph.D. and 36 with M.S. degrees) reflect creditably on the University from the standpoint of positions held by these graduates. This work should further be encouraged and strengthened.

The Bureau of Professional Relations. This bureau of service to Florida drug stores and physicians, which contributes substantially to the reduction of the cost of medical care in Florida through its service, has been supported to the extent of \$5,000 a year by the Florida State Board of Pharmacy. It is suggested that the state make available through the budget an additional \$5,000 for support of this project which tends to lower the cost of medical care.

EDUCATION IN NURSING

The education of the nurse began on an apprenticeship basis and in many institutions has remained somewhat on this basis up to now. However, the increased responsibilities laid upon the nurse in the care of the sick under the general supervision of the physician have by degrees reached the point where a more complete education to meet these responsibilities has been necessary. On that account the

amount of classroom, laboratory, and bedside instruction has gradually removed the student nurse from apprenticeship status in the better schools of nursing. The average physician is interested primarily in nursing care and not in nurse education. However, he often forgets that he is insisting upon greater professional competence in the care of his patients.

A recent check in one of our medical centers shows that during the past two decades, or thereabout, the graduate nurse has undertaken a score of new techniques and procedures to be carried out on her own initiative when ordered and during the same period has been called upon to assist the physician in another score of new and complicated procedures which modern medicine has developed. The physician also expects the professional nurse to be a skilled observer, noting the changing symptoms of the patient as they may occur from moment to moment during illness. In consequence, under her present day responsibilities the graduate nurse has become in effect a "clinical assistant" to the doctor. Better than anyone else perhaps the nurse educator is aware of the change in responsibilities which has come to the nurse and has endeavored, often under tremendous handicaps, to prepare nurses equal to these responsibilities.

Requirements for Nurse Education. By degrees, therefore, many aspects of the apprenticeship system of nurse education have been sloughed off. Today a modern school of nursing must have classrooms, laboratories, and a sufficient number of patients in all the major services of the hospital, medicine, surgery, pediatrics, obstetrics, psychiatry, including the several divisions of these departments. Opportunities to look in on and even participate in home nursing through the visiting nurses' services are also desirable when practicable. A modern school of nursing must also provide a suitable library and good housing for students, recreational facilities both indoor and outdoor, and a chance to share in at least a modest student activity program. When all of these conditions are met it is obvious that a well set up professional school of nursing is a considerable institution, which can no longer be financed by the paying hospital patients and the small fees which student nurses generally pay.

Florida's Rank in Nurses. Florida ranks higher in the proportion of nurses to population than in physicians and dentists. In 1940 the state was twenty-fourth among sister states of the union in the proportion of graduates and student nurses to population; this is only

slightly below the national average. It is probable that this relatively good standing is attributable to the influx of nurses prepared in other states, for when it comes to an appraisal of schools of nursing now operating in Florida it is observed that at least one-half of the thirteen schools are quite small and all schools are operated on a typical hospital basis with the possibility of one exception. This is not said in disparagement; it does, however, point to the need of taking such steps as may be necessary to provide nursing personnel to meet the greater demands of the future. Everyone knows that there is a national shortage of nurses and also knows or should know that if the country as a whole should soon undertake a vast hospital construction program still more nurses will be required to man these hospitals.

Specialized and Practical Nurse Education. There are other types of nurses to be prepared in addition to graduates in the basic course. Among these are nurse educators, public health, also industrial nurses, nurses to function as head nurses and supervisors, and others. Preparation to meet these functions requires one or several years beyond graduation in the basic course.

The practical nurse prepared on the basis of nine or twelve months' experience, chiefly apprenticeship, is an auxiliary worker not to be overlooked. Many believe that the practical nurse will have a large role to play in the future to take care of a considerable volume of nursing service for the less acutely ill and the convalescent patient under professional nurse supervision. Compensation for this type of nurse will probably be twenty-five per cent less on an average than that provided for the general duty professional nurse. Some of the smaller schools of nursing of today may in the future give up professional nurse education for the preparation of practical nurses. This is not to be recommended unless the practical nurse course is well taught and directed under high class, especially prepared, professional nurses.

Subsidizing Selected Schools. As far as can be seen at this time the State of Florida should not now undertake the education of public health nurses and other highly specialized nurse personnel. It should consider strengthening from four to six schools of nursing by the appropriation of tax funds, remembering that nurse education should no longer be charged to the patient but provided for like other forms of education regarded by the state as essential to its welfare.

These schools will inevitably be located in the larger and better organized hospitals of the state, some of which may be developed from the hospital survey and planning now under way. Until the latter is completed only this general statement can be made with reference to the problem of nurse education. Attention is directed, however, to the fact that what is to be considered the leading school of nursing in the state should be so located that it can be associated with a medical school if such a school is organized in the future.

SUMMARY OF RECOMMENDATIONS

1. *Ample support should be given to the public schools, to the state institutions of higher learning and to the state's other educational commitments before undertaking as large and as costly an enterprise as medical and related education.*

2. *The rising demand for hospital construction and maintenance should be further appraised by the state, as planned, in order to determine the present and future expense involved before launching a program of medical and related education.*

3. *At least the immediate needs for medical and related education should be met on a regional basis.* Construction of a medical center and the development of an adequate staff and facilities would be almost impossible at present and would require considerable time at best. A makeshift arrangement should not even be considered. By far the most practical and economical plan for arranging a satisfactory program for medical and related education for Florida students would be for the state to enter into an agreement with some standard institution or institutions in the region to provide the facilities and services needed. The cost should not exceed \$1,000 per student per year—far less than the cost which would be involved in attempting to meet the needs in Florida.

4. *Section 241.47, Florida Statutes, 1943 relating to the establishment of schools of medicine, dentistry and pharmacy should be amended to make the provisions consistent with the recommendations in this chapter and in other parts of this report.*

5. *When the citizens of Florida decide that the state, after meeting its other educational obligations, can afford and should establish a medical school, this school and associated teaching hospitals should be constructed on the campus of one of the divisions of the University of Florida.*

6. *Any movement to secure more physicians for the state should be viewed more broadly than in terms of a medical school; and accordingly the following steps should be taken to increase the number and distribution of physicians within the state and to assure their effectiveness as practitioners:*

(a) The law and regulations for licensing physicians to practice in Florida should be modified.

(b) An effort should be made to solve the immediate need for medical education on a regional rather than a state basis.

(c) A hospital system should be developed for the state; this system to be duly coordinated and integrated with a central or base hospital, with associated regional hospitals, and with community hospitals and health centers related to these regional centers for patient care—the central hospital to be the teaching facility of any future medical school.

(d) The internships and residencies for medical graduates should be strengthened and increased. This will follow in due course with an effective hospital system as proposed.

(e) Postgraduate medical education in the state should be extended and strengthened by appropriations to the University to be administered through an advisor for medical students.

(f) Prepayment plans for hospitalization and hospital care within hospitals should be further developed. This should make possible better hospital maintenance and afford a sounder economic basis for medical practice.

7. *To meet its shortage in dentists, Florida should provide for the advisor of medical students proposed for the University to serve also as the advisor of dental students for the state. Florida should contract through its University with existing dental schools for education of the number of qualified students available and within the funds appropriated for the purpose at the rate of from \$500 to \$1,000 per student per year.*

8. *The school of pharmacy should be better housed as planned, the pharmacy faculty should be enlarged and the budget should provide for adequate support of the Bureau of Professional Relations.*

9. *When the hospital survey is completed and a master plan for hospitals approved, Florida should consider appropriating funds for*

strengthening and enlarging four to six schools of nursing strategically located in the state at the larger, better organized, and better staffed hospitals. This money should be made available for white nurses through Florida State College for Women or the Florida State Board of Health, and for Negro nurses through Florida Agricultural and Mechanical College for Negroes, unless the latter meets all needs for the education of Negro nurses. As soon as the university system is organized and a Chancellor appointed, these funds should be provided through and administered by the controlling board for higher education. Currently, both the programs at Florida State College for Women and at A. and M. College should be better financed through larger state appropriations. This is definitely to be encouraged.

CHAPTER XXIV

PHYSICAL PLANTS OF INSTITUTIONS OF HIGHER LEARNING

GENERAL STATEMENT

This report is based on 1945-46 data submitted by the respective institutions, a visit to each institution during 1946, and on supplementary information obtained since that time. It is assumed that each of the present institutions will be continued with substantially its present functions and that the Florida State College for Women and the University of Florida will both be operated as coeducational institutions.

Type of Construction

The tables in this chapter refer to types of construction as to fire resistance, as follows:

- A—All fire resistive (Not desirable except for heating plant and combustible storage)
- B—Fire resistive except for windows, doors, trim, and floor coverings. (This is the desirable type for educational and dormitory buildings)
- C—Fire resistive exterior walls, corridors, and stairs, otherwise combustible.
- D—Masonry exterior walls, but otherwise combustible. (Suitable only for one-story buildings)
- E—Frame or masonry veneer on frame. (Suitable only for residences or small one-story buildings)

Type of Design

For the most part, the architecture of the three Florida institutions of higher learning has followed traditional patterns and has not taken advantage of the semi-tropical climate of the state. It is suggested that future campus planning and building designs be studied in light of climatic conditions and the possibilities of erecting structures which are more open and spread out rather than the conventional compact style. This should be especially applicable to new institutions to be established in the future.

Master Plan

Before further major construction is undertaken at any of the institutions, the State of Florida should determine the type, extent, and scope of its future program of higher and special education; allocate specific functions to the respective institutions; and arrange for the development of a master plant plan at each institution for at least twenty-five years. Too many of the nation's top-flight institutions are now seriously handicapped by the lack of long-range vision of their early planners. Florida is still a young state in terms of potential development and should plan for extensive growth.

College buildings are like farm crops. They are erected for a specific purpose, must be given constant care, and eventually should be written off and replaced. Some of the structures of these institutions have served their purposes and should be replaced in a comprehensive plant program. Some of the better combustible buildings will justify gutting, fireproofing, and modernizing for another generation of service. While many of the old buildings will not justify such extensive rebuilding, they cannot be replaced for some years because of the shortage of construction materials and the more urgent need to provide additional capacity for the rapidly growing enrollments. In some cases it will be advisable to renovate partially combustible structures for use for another ten years service, because they cannot be replaced now and are practically unusable in their present state.

THE UNIVERSITY OF FLORIDA (GAINESVILLE)

Table 1 lists the major buildings of the University and shows dates of construction, cost, height in stories, and construction type. Table 2 lists the instruction buildings with the number of instruction rooms. The student housing accommodations are shown in Table 3.

Campus and Farms. The University of Florida has a campus of nearly 400 acres and 1,400 acres of farm and unimproved land at Gainesville and about 4,700 acres of farm and unimproved land at its various branch stations.

Major Buildings

Language, Peabody, Benton, Agriculture, and Science. These five old Type D structures are obsolete fire hazards. Science Hall has two wooden stairs, but each of the others has only one wooden stairway. In fact, the entire interior construction of all five of these buildings is

TABLE 1
BUILDINGS AND EQUIPMENT AT THE UNIVERSITY OF FLORIDA

Name of Building	Date of Construction	Approximate Cost Including Contents	Height	Type
Auditorium Building.....	1922	\$286,000	2	B
Benton Hall.....	1911	186,000	3	D
Engineering Building.....	1926	207,000	3	C
Peabody Hall.....	1912	111,000	4	D
Library Building.....	1927-31	422,000	4	B
Law Building.....	1914	57,000	4	B & D
Law Library.....	1941	62,000	4	B
Language Hall.....	1912	157,000	4	D
Science Hall.....	1909	158,000	3	D
Chemistry-Pharmacy Building.....	1927	453,000	4	B
Agricultural Building.....	1912	121,000	4	D
Post Office Building.....	1928	7,000	1	D
Horticulture Building.....	1927	323,000	4	B
Hydraulics Laboratory.....	1938	112,000		C
Dairy Products Laboratory.....	1937	81,000		B
Experiment Station Building.....	1909-43	247,000	4	B
Brick Gymnasium.....		56,000	2	D
Basket Ball Gymnasium.....	1927	48,000	2	E
Buckman Hall-Dormitory.....	1905	145,000	3	B
Sledd Hall-Dormitory.....	1929	297,000	3	B
Thomas Hall-Dormitory.....	1905	217,000	3	B
Infirmary.....	1931	117,000	3	B
Cafeteria and Kitchen.....	1912-36	118,000	1	D
Central Heating Plant.....		68,000		
Radio Station Building.....	1929	56,000		
Artillery Unit.....	1929	34,000	1	D
P. K. Yonge Building.....	1932	397,000	3	B
P. K. Yonge Gymnasium.....	1932	41,000	2	B
P. K. Yonge Shop.....	1932	20,000	1	D
Fla. Union Building and Annex.....	1936	287,000	5	B
John F. Seagle Building.....	1937	726,000	10	B
Duncan U. Fletcher Hall-Dormitory.....	1939	343,000	3	B
Albert A. Murphree Hall-Dormitory.....	1939	533,000	3	B
TOTAL MAJOR BUILDINGS		\$6,493,000		
127 minor buildings.....		\$1,560,000		
Improvements other than buildings.....		520,000		
Buildings and equipment at 13 branch experiment stations		1,330,000		
Land.....		400,000		
Total Plant Value.....		\$10,303,000		

TABLE 2

INSTRUCTION BUILDINGS AT UNIVERSITY OF FLORIDA

Name of Building	Instruction Rooms			
	Class-rooms	Lecture rooms	Labs. & Shops	Total
Agriculture.....	6	2	4	12
Benton.....	4	2	7	13
Buckman.....	5	(Improvise)		5
Chemistry.....	4	2	7	13
Dairy Laboratory.....	1		2	3
Engineering.....	4		6	10
Greenhouse.....	1		1	2
Hydraulic Laboratory.....	2		3	5
Language.....	6	4		10
Law.....	3	4		7
Peabody.....	9	4	5	18
Poultry.....	1		1	2
Science.....	6	4	7	17
Yonge (College).....	12	2		14
Student Union.....	15	(Improvise)		15
Total.....	79	24	43	146

Note: The above table does not include some temporary teaching facilities recently provided.

TABLE 3

STUDENT HOUSING (MEN) AT UNIVERSITY OF FLORIDA

Housing Facilities	Normal Capacity
Buckman	131
Thomas	184
Sledd	187
Fletcher	234
Murphree	388
Total Dormitories	1,124
21 Fraternity Houses	780
Co-ops	50
Veterans' temporary family units	626
Barracks, temporary	420
Total under University control	3,000

combustible. Their exterior brick walls seem to be sound. Actually, they should all five be replaced with modern fireproof buildings. There may be certain psychological values, however, in retaining their exterior walls and roofs. At least they should be gutted, fireproofed, and modernized. The following possibilities are suggested after fireproofing

and modernizing: Language—administration or classrooms; Science—zoology and physiology; others—classrooms for general academic departments.

Engineering Building. This building very inadequately houses mechanical, industrial, and aeronautical engineering; all of which should be re-housed in a new engineering group elsewhere on the campus. This building may then be remodeled as an academic classroom building.

Engineering shops. This obsolete shop annex to Benton Hall provides very inadequate space for much valuable equipment. It is entirely unsuited for shop facilities for a first-rate school of engineering. It should be replaced by modern facilities in the new engineering building group.

Hydraulics Laboratory. This building houses the hydraulics and sanitary engineering laboratories, surveying, drawing and classrooms. The entire space is now needed for hydraulics and sanitary engineering. An addition is needed for soil mechanics, civil engineering, testing laboratories, and drawing. It is planned to develop the new group of engineering buildings in this area of the campus.

Newell Hall. This building houses the agricultural extension offices. It was rebuilt in 1943. Although the remodeling materially increased the usable space, it is still inadequate.

Horticulture. This is the first unit of a modern structure. It now houses agricultural economics, forestry, and experiment station offices. This four-story building is now served by one temporary wooden stairway. It is unfortunate that the design did not include a stairway at the north end and that the initial unit did not include a permanent stairway at the south end. This building probably should be enlarged and remodeled for physics. It is contemplated that a new group of agricultural buildings will be developed south of Stadium Road to replace the present horticulture and agriculture buildings and to provide adequate space for the agricultural experiment station, extension service, and instruction in agriculture and its allied sciences such as botany and bacteriology.

Dairy Products Laboratory. This is an excellent facility.

Military Department. At present the military department is poorly housed in the basement of the auditorium and in small structures on the west end of the campus. It is planned, however, to provide adequate military facilities in the new gymnasium-armory-field-house building.

Duplicating Department. This facility is inadequate. The University needs a modern duplicating and printing plant.

Infirmary. This is an excellent 50 bed hospital, but it will have to be doubled to take care of the enlarged enrollment.

Law. The law library is in a new Type-B wing. The old portion should be fireproofed and modernized.

Library. This library is inadequate and obsolete. It has been supplemented by a temporary annex. The lighting, both natural and artificial, is very poor. The large monumental reading room belongs in the "dark ages" of library planning. The stack space is only sufficient for about two-thirds of the present volumes. The total reading space for 750 in the permanent building is sufficient for an over-all enrollment of only 3,000. There probably is too much investment in this library to start over, but a large permanent addition is badly needed. In enlarging the library, the old portion should be extensively remodeled.

Auditorium. The ground floor of this building is used for military and band storage. The auditorium, including the balcony, has a capacity of about 2,000. The only way to get out of the rear balcony is to go through one of the long side balconies and down a stairway by the stage. It is planned to correct this condition when the north wing is added, but in the meantime this is a serious fire hazard. No building is safe with inadequate exits.

The present auditorium is entirely inadequate for large university assemblies. When more adequate facilities are made available, it is suggested that the present auditorium building be converted into a little theater and facilities for the dramatic arts. Obviously, the building should be completed by a major wing across the north end as an architectural axis to the main campus quadrangle. This wing could be designed either as an administration building or as a fine arts building.

Post Office. This one-story structure has been used for various purposes during its long existence. It is too small for present and future post office facilities. Its site will probably be needed for a future major building. More adequate facilities must be provided for the post office, probably a wing on the Florida Union Building.

Chemistry. This is a good building with good but inadequate facilities for chemistry and pharmacy. Four more units have been planned for this building, and they are now badly needed.

P. K. Yonge. This is an excellent building housing the School of Education and the Demonstration School with 210 pupils in grades K-6 and 260 pupils in grades 7-12. The Yonge plant includes teaching space for 28 Demonstration School teachers, library, a 480 capacity auditorium, gymnasium, clinic, two shops, and a small basement cafeteria. It is located on a 12-acre site across the street east and about two blocks south from the main university campus. The School of Education needs more space (especially when the University is made co-educational), and the Demonstration School needs all of the present Yonge plant. It is contemplated that an education wing will be added to the Yonge plant, but there would be many advantages in locating the education building on the main university campus, thus reserving all of the Yonge site for Demonstration School playgrounds and putting the School of Education nearer the other university instruction buildings and the library.

Florida Union. This is an excellent facility housing the alumni offices, student publications, book store, soda fountain and lunch counter, recreation and game rooms, banquet hall, small chapel, student government, Y.M.C.A., and social parlors. The Union connects with the dining hall. A much needed wing was recently added, but it has become necessary to use this wing for 15 temporary classrooms. As soon as the classroom situation can be relieved by other buildings, the space converted into temporary classrooms should be completed as planned for expansion of Union facilities. Still other additions will also be required, probably including a post office wing.

Old Gymnasium. This old brick gymnasium needs some remodeling to provide adequate dressing and shower facilities for physical education. It also serves as the dressing space for the very good outdoor pool which is adjacent.

"New" Gymnasium. This structure is merely a wooden hull on steel frame. It is a temporary facility and should be replaced by a large new structure to serve as an armory, gymnasium, and field house.

Heating Plant. This is a good plant with three oil-fired boilers and space for a fourth. The plant also includes a steam laboratory and a

good service machine shop. The fourth boiler will be needed as other buildings are erected. A complete modern tunnel system should be installed for efficiency of operation and maintenance.

Warehouse and Service Shops. At the time of inspection these facilities were very poor and entirely inadequate, but new warehouses and service shops were being erected by the University's own maintenance crews.

Dining Hall. The dining and food service facilities are very inadequate. The 500 capacity dining room has been in service since 1912, and now accommodates about 700 students on the cafeteria system. Most of the students have to eat in fraternity and private boarding houses, and some take light meals at the Florida Union soda fountain and lunch counter. The planned cafeteria addition should be built as soon as possible.

Seagle Building. This ten-story down-town building now belongs to the University. It was originally started for a hotel but was left in an unfinished state for several years. It has been converted into an office building and now houses general extension, plant board, veterans' guidance, civilian rehabilitation, museum, and other activities related to the University. The building was never fully completed, and now requires some additional expenditures.

Rooming Facilities.

The three newer dormitories are of fire-resistive construction. Old Buckman and Thomas have been fireproofed, except two sections of Buckman which are still used for improvised classrooms. As soon as other classrooms are available, these two sections of Buckman should be fireproofed for dormitory rooms. All of the dormitories were designed on the section plan. A typical section consists of four double and four single bedrooms and a toilet and shower room on each of the three floors. Bedrooms have running water for washing and shaving. These five dormitories have a normal capacity of 1,124 men but have been furnished with double deck beds for an overload of 426 men, thus providing through overcrowding for a total overload capacity of 1,500.

Temporary veterans' housing has been provided for 626 families and 420 single men. Twenty-one fraternity houses have accommodations for 780 men, and 50 students have cooperative living arrangements. It was estimated that in 1945-46 about 1,200 men lived in private rooming houses or commuted from their homes. The housing situation in the fall of 1946 was no less than deplorable. Permanent dormitory or co-op facilities should be provided in a building program for at least 1,000 students. Dormitory buildings might well be financed on a partial self-liquidating basis.

Proposed Plant Program for the University

The following ten-year plant expansion and remodeling proposal (including equipment) is based on the assumption that the University will continue its scope, purpose, and functions in Gainesville and its branch experiment stations, and that the regular permanent University enrollment will be maintained at about 5,000 to 6,000 students. If the University and the women's college are both made coeducational, additional boys' dormitories may not be required at the University, but a new dormitory group for girls will be needed. Projects estimated to cost less than \$100,000 are listed as *small*; those estimated at \$100,000 to \$500,000 as *average*; those estimated at over \$500,000 as *major*.

<i>Building Needs</i>	<i>Kind of Project</i>
Armory-Gymnasium-Field House	Major
Enlarge and Remodel Library	Major
Chemistry Addition	Major
Classroom Building	Major
Enlarge Dining and Food Service Facilities	Average
Sewage Treatment Plant	Average
Agricultural Group (and Allied Sciences)	Major
Agricultural Experiment Stations	Major
Engineering Groups	Major
Enlarge Infirmary	Average
Service Facilities and Utilities	Major
Fireproof, Remodel, and Modernize	Major
(Language, Science, Peabody, Benton, Agriculture, Old Law, old Gymnasium, and old auditorium)	
Enlarge Florida Union	Average
Architecture and Fine Arts Building	Major
Completion of Seagle Building	Small
Education Building	Major
President's Home	Small
Auditorium and Music Building	Major
Dormitory Facilities for 1,000 students	Major
State Funds (Partially self-liquidating)	
Cover Pool and Improve Athletic Grounds	Average
Total estimated needs based on 1940 construction costs	\$14,000,000

FLORIDA STATE COLLEGE FOR WOMEN (TALLAHASSEE)

Table 4 gives the list of major buildings at Florida State College for Women with the dates of construction, the cost, the height in stories, and the type of construction. Table 5 shows the number of instruction rooms in each of the buildings devoted to this purpose. Table 6 indicates the housing situation.

The Campus. The Florida State College for Women has an 80 acre campus which has already become congested for major expansion of educational and dormitory buildings and play areas. Additional

TABLE 4
MAJOR BUILDINGS AT FLORIDA STATE COLLEGE FOR WOMEN

Name of Building	Date of Construction	Cost	Height	Type
Westcott.....	1909	\$346,000	5	D & B
Science.....	1921	68,000	3	D
History.....	1926	312,000	4	B
Library.....	1923	359,000	3	B
Education.....	1918-35	137,000	4	B
Demonstration School.....	1919	91,000	1½	D
Jennie Murphree Hall.....	1921	194,000	4	D
Reynolds Hall.....	1911-19	288,000	4	D
Bryan Hall.....	1907	62,000	4	D
Broward Hall.....	1917	74,000	4	D
Gilchrist Hall.....	1925	281,000	4	D & B
Landis Hall.....	1939	432,000	4	B
Magnolia Hall.....	1944	154,000	2	B
Dining Halls.....	1913	415,000	3	D & B
Gymnasium.....	1928	323,000	3	B
Infirmary.....	1938	122,000	4	B
Alumnae.....	1937	210,000	5	B
Heating Plant.....	1930	202,000	1	A
65 Miscellaneous Buildings.....		230,000	(mostly	frame)
Total.....		\$4,300,000		

TABLE 5
INSTRUCTION BUILDINGS AT FLORIDA STATE COLLEGE FOR WOMEN

Building	Instruction Rooms			
	Class-rooms	Lecture rooms	Laboratory	Total
Education.....	10	6	23	39
Science.....		3	8	11
Westcott.....	12	2	6	20
Library.....	5		1	6
History.....	26		7	33
Demonstration School.....	1	(college)		1
Music.....	2	(6 Studios)		2
Total.....	56	11	45	112

property should be acquired for its future requirements. In addition to its campus, the institution owns a 980 acre farm which is operated primarily to support its dairy herd to produce milk for the dining hall. The campus and farm lands are well maintained and attractive. The college also owns a 90 acre camp near Tallahassee and in the fall of 1946 arranged for use of air base facilities at Dale Mabry Field.

TABLE 6
STUDENT HOUSING AT FLORIDA STATE COLLEGE FOR WOMEN

Hall	Capacity	Hall	Capacity
Landis.....	360	Sorority Houses.....	250
Magnolia.....	150	Temporary Facilities,	
Gilchrist.....	280	Campus.....	250*
Broward.....	140	Local Students.....	150
Jennie Murphree.....	300		
Reynolds.....	290		
Bryan.....	130	Total.....	2,300

*Exclusive of temporary facilities at air base where about 280 are located.

Operation and Maintenance of Buildings. This college has maintained a rather high standard of housekeeping in spite of war conditions. The maintenance program, however, has been neglected, but some efforts are now being made to correct this condition. Many of the roofs and walls have had leaks, especially noticeable in the gymnasium.

Lighting. Most of the buildings are poorly lighted, both by natural and artificial means. A serious error was made in the reconstruction of the Education Building by not extending the window tops to the ceilings. Many of the window shades are out of order and are poorly adjusted. In the Demonstration School the most effective light has been cut off by the use of a plywood valance, which was supposed to be attractive and reduce glare, but failed in both. In some of the buildings the windows have been painted—an exceedingly bad practice. The electric lighting of most of the buildings is obsolete and very inadequate. Modern units should be installed, and in some cases new wiring will be necessary. New installations should be made under the direction of a competent illuminating engineer. The lighting conditions could be materially improved by painting walls, ceilings, and trim in light colors and by removing the excessive amount of blackboard in some of the rooms. Many similar problems of lighting are found at each of the other institutions.

Major Buildings

Westcott. This building houses the administration offices, classrooms, physics, bacteriology, a 1,600-capacity auditorium with what would have had a good stage if it had not been spoiled by the pipe organ, 24 music practice rooms and studios, college store, post office, and general supply storage. A portion of this structure has been fireproofed, and the rest of it should be fireproofed and modernized in-

cluding adequate lighting. The post office is very congested and should be moved to more adequate quarters or given three times as much space in this building. Although certainly not the most urgent plant need, the institution should eventually be provided with a large modern auditorium and music building. The present auditorium could be converted into a dramatic arts laboratory and a little theater of about 800 capacity. Science should be moved out of this building as soon as adequate modern science facilities can be provided.

Science. This structure houses chemistry, home economics, and home economics extension. When F.S.C.W. and the University are made coeducational, home economics extension may be moved to Gainesville for better coordination with agricultural extension. This building should be fireproofed and modernized for home economics only, and a new science plant should be erected as soon as possible to re-house the sciences now scattered in portions of four buildings (Science, Westcott, Education and History).

History Building. This building houses a small assembly room, offices, and laboratories and classrooms for the social studies, commerce, and biology. A new 20 room wing is under construction. The original portion needs renovation. Biology should be housed elsewhere and this building continued for the social studies and the expansion of commerce facilities.

Education. This building was rebuilt in 1935. In addition to classrooms, seminar rooms, offices, handicraft shop, and laboratories for education and psychology, this building is also temporarily housing physiology which should be accommodated in the new science plant. A future graphic, plastic, and industrial arts building should absorb the handicraft shop now in the Education Building.

Library. This building has just sufficient reading room space for pre-war enrollment. Two more floors of stacks can be installed to provide for volume expansion. The service facilities for library staff are very inadequate. The building is poorly arranged for efficient library administration, and the lighting (both natural and artificial) constitutes a serious eye hazard to the students and staff of this institution. This library was designed in the traditional pattern with monumental reading rooms and grand staircase as a show place and for book protection. Modern libraries should be designed for book use and eye comfort. This building should either be remodeled and enlarged or replaced by a modern library.

Music. This small frame structure and the music facilities back of of the auditorium should be replaced with a modern music plant, probably in connection with a new auditorium.

Alumnae Hall. This modern structure has excellent facilities for student organization offices, formal reception rooms, eight guest bedrooms, a small assembly room, and a small lunch counter. It should be enlarged to provide space for the college store, post office, and more informal recreation space.

Infirmmary. This is an excellent 80 bed hospital with clinics, kitchen, and nurses quarters.

Physical Education. This structure provides one large and one small gymnasium, lockers, showers, dressing rooms, laundry, and a good pool. The building is in a very poor state of repair. Eventually it should be enlarged.

Demonstration School. This story and a half building has 14 conventional classrooms, lunchroom, library, assembly room, homemaking laboratory, and a general shop for grades 1-9. The nursery school and kindergarten are housed in two frame buildings. If a demonstration school is to be provided, an entirely new plant should be erected farther off the campus where there will be adequate play space. The old build-

ing may then be used for college classrooms until its site is required for permanent college buildings.

Dining Halls. The dining facilities and food service are excellent. They consist of two 300 capacity, two 400 capacity, and one 1,000 capacity dining rooms with a central foods service. Any increase in enrollment on this campus will require two settings for table service in the large dining room or a change to cafeteria services in this room. The smaller dining rooms are operated cafeteria style for breakfast and lunch. When the basement is discontinued as a general storage and services shop, this space can be used for expansion of kitchen storage or as a tea room. With some adjustments in meal schedules, the dining and foods service will be adequate for a considerable increase in enrollment.

Heating Plant. This plant is quite satisfactory. It has one small and two large coal-fired boilers and space for another boiler which will be needed as soon as other buildings are erected.

Warehouse and Service Shops. At present these facilities are inadequate and scattered all over the campus (basement of dining hall, old heating plant building, and basement of Westcott). A new factory-type structure is badly needed for general college supplies, maintenance shops and a new modern laundry.

Dormitories

There are seven permanent dormitories. Landis, Magnolia, and half of Gilchrist are fire-resistive, but the other four and one-half four-story dormitories are of interior combustible construction. These should be fireproofed and modernized. Construction has started on a modern double dormitory for 250 girls. The seven permanent dormitories have a normal capacity of 1,650, but had to carry an overload of 150 last year. If the college is permanently operated as a coeducational institution, it probably will not be necessary to increase materially the dormitory space for girls, but the institution will need to develop a boys' dormitory group for about 500 to 700 boys.

Summary of New Building Needs

Assuming the enrollment of about 3,000, the Florida State College for Women will require at least the following buildings and improvements (including equipment) during the next 10 years: Projects costing less than \$100,000 are listed as *small*; those at \$100,000 to \$500,000 as *average*; over \$500,000 *major*.

<i>Building Needs</i>	<i>Kind of Project</i>
Addition to History Building (nearing completion)	Small
Double Dormitory (under construction)	Major
New Science Building	Average
Rehabilitate and Enlarge Old Science Building for	
Home Economics	Average
Five New Dormitories (\$350,000 each, as needed)	Major
Rehabilitation of Gilchrist, Broward, Murphree,	
Reynolds, Bryan, Westcott, and minor work	
on other buildings	Major
Enlarge and Remodel Library	Average
Auditorium and Music Building	Major
New Art Building	Average
Completion of Physical Education Building	Average
New Demonstration School	Major
Addition to Alumnae Hall	Average
President's Home	Small

Total estimated needs based on 1940 construction costs

\$7,000,000 to \$8,000,000

FLORIDA AGRICULTURAL AND MECHANICAL COLLEGE (TALLAHASSEE)

Table 7 gives the list of major buildings at Florida A. and M. College for Negroes with the dates of construction, the cost, the height in stories, and the type of construction. Table 8 shows the number of instruction rooms in each building. Table 9 indicates the housing situation.

The Campus. The Florida Agricultural and Mechanical College has a 90-acre campus and 306 acres in farm land.

General. The physical plant of this institution is badly run down. The campus shows signs of neglect, the housekeeping standards are low and buildings are in a poor state of repair. No doubt some of this poor condition has resulted from the war situation. Some of the old buildings are now being renovated, and there is evidence of improved plant conditions as men students return to school and the shops reopen.

The *first step* for plant improvement in this institution is to renovate existing structures for use. The *second step*, preceding the erection of any more buildings, is the development of a master plan. As a *third step*, plans should be made for the construction of some of the most urgently needed new buildings in the near future. Some of the old frame buildings are hardly worth renovation; but, since there are so many needs and materials are so critical, it will be necessary to put most of the existing buildings in usable condition for a few more years.

Heating. Each building now has its own heating facilities. This is very inefficient and unsatisfactory. There are 21 low-pressure boilers, three high-pressure boilers, three hot water systems, several stoves, gas heaters, and oil units. A central heating plant is recommended along the railroad north of the campus. There is some possibility that the college might share a new heating plant with the state capitol buildings.

Major Buildings

Lee (Administration). This was a rather poor piece of planning. The window tops are about 40 inches below the ceiling and the 15-foot corridors are a waste of space. The hall could, however, be made more attractive. This building houses administrative offices, a 1,700 capacity auditorium, music, store, post office, art, commerce, and classrooms. The building should be repaired and painted inside and out.

Gymnasium. This is only a shed. It may be moved elsewhere on the campus and used for some supplementary purpose when a new health and physical education building is erected south of the Science Building.

TABLE 7
MAJOR BUILDINGS AT FLORIDA A. AND M. COLLEGE FOR NEGROES

Name of Building	Date of Construction	Cost	Height	Type
Lee (Administration).....	1927	\$270,000	4	B
Jackson Davis.....	1926	84,000	4	D+
Dining Hall.....	1925	48,000	2	D
Agriculture.....	1911	12,000	3	D
Young.....	1928	90,000	4	B
Trades.....	1913	19,000	1-2	E-D
Library.....	1908	20,000	3	D
Moten.....	1932	50,000	2	C
President's Home.....	1936	12,000	2	D-E
Gymnasium.....	1918	16,000	1	E
Hospital.....	1911	6,000	2	E
Laundry.....	1920	8,000	2	E
Science.....	1924	26,000	2	E
Home Economics.....	1918	10,000	3	E
Jones.....	1916	12,000	3	E
Clark.....	1921	15,000	3	E
Melvin.....	1910	12,000	3	E
Paige.....	1908	4,000	2	E
Greenhouse.....	1935	5,000	1	.....
Tucker.....	1898	10,000	3	E
Freshman Hall.....	1938	155,000	4	B
South Hall.....	1938	175,000	4	B
Farm Buildings.....	.....	23,000	.....	E
Seven Staff Cottages.....	.....	43,000	.....	E
Total.....		\$1,125,000		

TABLE 8
INSTRUCTION ROOMS AT FLORIDA A. AND M. COLLEGE FOR NEGROES

Building	Class-rooms	Lecture rooms	Laboratory	Shops	Total
Agriculture.....	2	1	.....	.....	3
Dairy barn.....	1	.....	1	.....	2
Greenhouse.....	1	.....	1	.....	2
Home Economics.....	4	.....	3	.....	7
Lee (Administration).....	18	1	4	.....	23
Moten.....	7	1	.....	1	9
Trades.....	5	.....	.....	13	18
Science.....	5	2	1	2	10
Tucker.....	3	.....	1	2	6
Total.....	46	5	11	18	80

TABLE 9
DORMITORIES AT FLORIDA A. AND M. COLLEGE FOR NEGROES

Dormitory	Normal Capacity	
	Men	Women
Clark.....	.....	40
Freshman.....	253*	.....
South.....	.....	208
Jackson Davis.....	.....	66
Young.....	75	.....
Jones.....	80	.....
Veterans' barracks.....	36	.....
Veterans' family units.....	90	.....
Total.....	534	314

*Used for women in 1945-46.

Hospital. This old two-story frame structure houses a 45 bed hospital which serves the town as well as the college. The children's ward is on a third floor with a single wooden stairway. Emergency repairs and paint are recommended to put the building in shape for temporary use only. A new hospital should have high priority.

Laundry. Fairly good equipment has been placed in a mere shack. A new laundry is badly needed.

Home Economics. This old frame house is not worth more than emergency repairs. This important function should be given high priority for a new building. It probably could share a new building with agriculture. The Paige House is used for home management. Two additional houses are needed for this purpose.

Clark. This house is used for student nurses. As soon as dormitory rooms are available, the nurse students should be assigned to regular dormitories and this house converted into facilities for such purposes as a post office and college store.

Science Hall. This old frame structure was in deplorable condition, but has been reconditioned for temporary use. The second floor is used for a six-year demonstration high school with 175 pupils. The demonstration school should be moved to other quarters. A new science building should be included in a ten-year expansion program.

Tucker. This old frame house has been reconditioned for temporary use for a beauty and barber school.

Library. Construction has started on a new library. When the new building is available, the old library could be converted into administration quarters, thus releasing classroom space in Lee Hall.

Moten (Elementary Practice School). This is a fair school building of seven classrooms, lunchroom, small library, and handicraft shop. It needs both interior and exterior paint. The play areas could be utilized more effectively if they were graded. It is proposed to enlarge this building so it will also accommodate the practice high school now in the college science building. Because of the small site and the nature

of the structure, however, it is suggested that this solution be further considered in relationship to other possible solutions. It may be possible to work out a cooperative plan with the Leon County schools.

Agriculture. This building houses home economics extension, agricultural extension, and agricultural instruction. It should be renovated and devoted to extension only. A new agricultural building is needed, probably combined with home economics.

Dining Hall. This 500 capacity dining hall has very inadequate kitchen and storage facilities. The plant should be enlarged.

Trades and Mechanic Arts. This layout consists of a two-story brick building with two one-story brick wings and a one-story "U" shaped frame annex. The space would be more adequate if it were properly arranged and utilized. The shops include printing, tailoring, plumbing, wood, auto, electric, machine, sheet metal, masonry, and paint. Two classrooms and a drawing room are included in the shop building. The shop building should be renovated, rearranged, and painted by the classes in building trades. Additional mechanic arts facilities should be included in an expansion program.

Farm Buildings. The farm facilities are very inadequate for a Land Grant College. The following farm structures are needed: farm shop, cow shed, dairy plant extension, horse barn, poultry sheds, hog sheds, and cannery.

Warehouse and Service Shops. The manual arts shops have been used for storage and maintenance shops. These facilities are all over-taxed and other space must be provided for general college storage and repair shops. A separate building is recommended in the shop area of the campus.

Dormitories and Living Quarters for Students and Staff

Men Students. Freshmen and Young Halls are good permanent dormitories, but both need minor repairs and paint. Jones is a frame structure which should be completely renovated and prepared for temporary use for ten or fifteen years. Temporary veterans facilities have been provided for 36 single and 90 married veterans. These facilities will provide a total capacity for 534 men—328 permanent and 206 temporary. A male student enrollment of at least 900 may be expected in 1947-48. Assuming that about 700 of these will live on the campus, there is an immediate need for two dormitories for men. If enrollment of men increases to 1,250 as anticipated, two additional dormitories will be required.

Women Students. Clark has been proposed for other purposes and Freshman Hall is to be used for men. This leaves only South Hall and Jackson Davis for women. Both of these dormitories need minor repairs and paint. An appropriation has been authorized for a wing to South Hall. The present capacity of South and Davis is 274. There were 900 women students enrolled in 1945-46, and 700 of these were boarding students. Assuming 1,250 women students for future years, the institution will need three more women's dormitories immediately, two in addition to South Hall extension, and two more will be needed in a few years.

Staff Housing. The college operates several houses for faculty and staff members, both single and family units. At least 30 more family units are urgently needed, because it is not possible for these teachers to secure satisfactory living quarters in town. It is recommended that faculty and staff housing be financed on the basis of self-liquidation

notes and set up on the college books as separate accounts. The state is responsible for making it possible for staff members to have suitable living accommodations, but it is not the state's responsibility to finance these facilities out of tax sources.

Summary of Building Needs

Assuming an enrollment of 2,500 students, the Florida Agricultural and Mechanical College for Negroes will require at least the following buildings and improvements (including equipment) in the near future. Projects estimated to cost less than \$100,000 are listed as *small*; those estimated at \$100,000 to \$500,000 as *average*; those estimated at over \$500,000 as *major*.

<i>Building Needs</i>	<i>Kind of Project</i>
Library and Books (under construction)	Average
Veterans Family Units	Small
Veterans Single Units	Small
Five Women's Dormitories (including South Hall wing)	Major
Four Men's Dormitories	Major
Dining Hall Extension	Average
Physical Education and Health	Average
Hospital	Major
Renovation and Remodeling	Average
Laundry	Small
Warehouse and Service Shops	Small
Agricultural and Home Economics Building	Average
Farm Buildings	Average
Central Heating Plant	Average
New Science Building	Average
Expansion of Trades Plant	Average
Expansion of Training School	Average
Student Activities Building	Average

Total estimated needs based on 1940 construction costs,
\$5,300,000 to \$6,000,000

SUMMARY OF RECOMMENDATIONS

1. *Before any further major construction is undertaken at any of the state institutions of higher learning the State of Florida should determine the type, content and scope of its future program of higher education, should allocate specific functions to the respective institutions and arrange for the development of a master plant plan at each institution for at least a 25 year period.* Florida is still a young state in terms of potential development and should plan for extensive growth in the state and at its higher institutions. Future campus planning and building designs should be studied in the light of all factors. Special attention should be given to the planning of buildings adapted to climatic conditions. Generally speaking, future buildings should not exceed three stories in height.

2. *Some of the structures at each of the present colleges have served their purpose and should be replaced in a comprehensive plant program.* There are some obsolete Type D buildings which will justify gutting, fireproofing, and modernizing for another generation of service. In a few cases it will be advisable to renovate partially combustible structures for use for another ten years of service because they cannot be replaced now and are practically unusable in their present state.

3. *It is estimated that from \$25,000,000 to \$30,000,000 will be required for needed new construction at the three present state institutions of higher learning during the next few years.* These estimates are based on 1940 construction costs and estimated permanent enrollments of about from 5,000 to 6,000 at the University of Florida, 3,000 at Florida State College for Women and 2,500 at the Agricultural and Mechanical College for Negroes. Present costs are about 60 per cent higher. These estimates do not include plant facilities for medical and related education. Some of the construction for the present institutions has already been approved but most of it still remains to be authorized. Some \$5,300,000 to \$6,000,000 of this amount will be required at the A. and M. College for Negroes. In addition to the construction at the three present institutions, provision should be made for any needed construction at the proposed University in South Florida at about \$3,500 per student and at the two proposed junior branches of the Florida A. and M. College at about \$2,400 per student.

CHAPTER XXV

FINANCIAL SUPPORT OF HIGHER EDUCATION IN FLORIDA

The problem of supporting an adequate program of higher education in any state is one that deserves careful consideration of the citizens. If Florida is to grow and prosper it must have an intelligent and educated leadership. This leadership will not be possible unless provision is made for the education in the institutions of higher learning as well as in the public schools of persons who are to assume positions of responsibility. No state has found it possible to provide all of the funds which the institutions of higher education could use in building a program of education on the undergraduate and graduate levels. Each state must, therefore, develop a program consistent with the ability of the state to support not only its higher educational program but its total program of education.

ADEQUATE SUPPORT ESSENTIAL

It is highly desirable that all individuals, agencies, and organizations within the state do everything that can be done to contribute to the effectiveness of the programs of the institutions of higher learning. They serve the state. Thus it becomes the responsibility of all to see to it that they give a maximum of service for each dollar expended.

The first objective of a state-supported college or university should be to provide the programs of education that will result in the largest economic and social development to the area served by the institution. Florida has through the years been genuinely concerned and has made a fair effort to assure that her institutions of higher education for white students were supported on a basis that would provide colleges in which high school graduates might procure the education and background desirable and necessary for leadership positions. The support given to the Negro college has been totally inadequate to enable the institution to provide the services necessary for the proper development of the state's Negro citizens. Florida's economic position is such that the state can provide more adequately in the future for her higher educational program than she has in the past.

Too frequently the vision of the people and of the Legislature has been too limited to enable them to see that education and research

are builders of wealth rather than exhausters of wealth. One of the wise investments that any state can make is to provide all of the money possible for the education of its young people for larger service to the state. These statements must not be construed to mean that any state should be encouraged to appropriate funds beyond its means or to spend money too lavishly on higher education.

The financial structure that a state sets up for its program of education on the college level must insure two things. First, it must guarantee a maximum of revenue for education on the college level consistent with the ability of the state to pay. Second, it must provide for adequate controls of expenditures so as to assure efficient administration of the funds appropriated to finance the program of higher education. A good program of higher education is always built upon the needs of the people who support it. A good program of higher education, therefore, demands a curriculum adequate to serve these needs. It also demands superior teachers, good library facilities, adequate equipment and supplies, and an environment that will guarantee to all students in attendance good learning situations. But all of these are dependent in part upon a budget sufficiently large to provide adequate offerings under good learning conditions.

All of these are important, but perhaps the most important single item is a highly competent faculty. And a good faculty cannot be brought together nor can it be held without a salary scale that will make possible opportunities to live pleasantly, to study at intervals, to work under conditions conducive to growth, and to have the materials and supplies for an effective program.

The instructional program can be greatly affected by the ability of the institution to procure needed equipment, supplies and materials promptly. The machinery for the purchasing of these items should be set up to enable the institutions to procure any needed materials without delay. The difficulties of carrying on a sound instructional program at the Florida institutions under the present situation are obvious. The financial arrangement between the controlling authority and the institution should allow a maximum of freedom within the budget approved for the school. Morale will be better and educational results greater when teachers are not hampered because of lacks that irritate and handicap. It is short sighted and in the long run is uneconomical to fail to provide a good teaching staff with all of the things necessary in a good instructional program and to supply them when needed.

SERVICES EXPECTED AFFECT SUPPORT

In considering the financial support that higher education in Florida should receive the citizens and the State Board of Education must give careful thought to the kinds of services the people of Florida should expect and are entitled to receive from their institutions of higher education. It must be remembered that higher education is responsible not only for a good instructional program on each of the campuses in the state, but that it has a definite responsibility for maintaining programs of research that will contribute to the on-going of the state and for extending services of many kinds to all of the citizens who support it. Roughly the expenditures which each of the institutions will make for the programs maintained may be classified under instruction, maintenance and operations, research, administration, the purchase of land, the construction of new buildings, and the purchase of equipment, materials, and supplies.

Generally speaking the instructional program will use between 65 and 75 per cent of the normal budget. Teaching is the major function served by most institutions and perhaps is the function about which the state knows most and with which it is most concerned. The instructional program depends in major part upon the quality of the teaching staff. If a high type of teaching is to be expected, an able staff, well trained for the services to be undertaken and generally interested in student growth and development, must be maintained by the institution at all times. Such a staff cannot be procured at the Florida institutions unless the salaries and other incentives are adequate to attract and hold good teachers.

SALARIES AT FLORIDA'S INSTITUTIONS OF HIGHER EDUCATION

The salary scales at the Florida colleges in the past have not been the poorest in the nation but they have been far from the best. A study has recently been made by committees of each of the Florida state-supported institutions and certain observations made by all committees working together. These studies show that the salaries paid by each institution are considerably lower than those paid by most comparable institutions. Since the salaries paid by the University of Florida are considerably higher than those paid by Florida State College for Women and Florida Agricultural and Mechanical College only data gathered by the University committee will be used in this discussion. Whatever is said about University salaries in comparison with salaries at other institutions and in other fields will

apply with even greater force to Florida State College for Women and to Florida A. and M. College.

Up to the present time only the Florida State College for Women of the three state-supported institutions has a salary schedule, but at all institutions comparable salaries have usually been paid to persons holding comparable ranks. Salaries have been increased but slightly since 1940. When one takes into consideration that living costs have increased nearly 50 per cent in the last six years and that the salaries of the instructional staffs of all of Florida's institutions were too low even prior to the war, it becomes evident that salary adjustments must be made in Florida's three state-supported institutions of higher education if Florida is to keep pace with the nation.

The recent study by members of the staff at the University of Florida indicated that between 1910 and 1929 salaries were increased on the average of 3 per cent per year. From 1930 to 1934 salaries decreased approximately 16 per cent. During the ten year period from 1935 to 1945 salaries rose approximately one per cent a year. An increase of 6 per cent in 1945-46 raised the index of salaries approximately to the 1929 level. If, however, these salaries had been adjusted for increase in cost of living, the 1945-46 salaries would have been decidedly below those of 1929. Faculty salaries at the University of Florida reached a peak in 1929-30. These salaries were, however, at this time approximately 15 per cent lower than average salaries for fifty-one land-grant institutions in America. The upper quartile of the fifty-one land-grant institutions in 1929-30 was approximately \$600 higher than the upper quartile salaries at the University of Florida, and in 1941-42 it was approximately \$1,400 higher.

A serious weakness of the salary scales at the three institutions is that they provide for no high salaries. The salaries of the presidents, the deans, and other administrative officials are too low but the salaries of men who have distinguished themselves in the teaching profession are so low that the institutions are finding it difficult to hold great teachers. Each of the Florida institutions should have on its campus at least a few men who are great teachers. Unless salary schedules can be built to allow the institutions to pay approximately as much for a superior teacher as it would pay for a superior administrative official, Florida can never expect to have the quality of

teaching that is to be found in the leading colleges of the more favored states.

In Table 1 will be found a comparison of the professors' salaries at the University of Florida with those of professors in seven large universities, fifty-two land-grant institutions, twenty-two state universities, and seventeen southern white land-grant institutions. A study of this table reveals the striking fact that only 1.9 per cent of the professors at the University of Florida were receiving a salary of \$4,500 or above as compared to 15.5 per cent of the professors of the seventeen southern white land-grant institutions. More striking still is the fact that 45 per cent of the professors in the fifty-two land-grant institutions received salaries of \$4,500 or above.

TABLE 1

FREQUENCY DISTRIBUTION OF PROFESSORS' SALARIES AT THE UNIVERSITY OF FLORIDA AND OTHER INSTITUTIONS, 1941-42 (9 MONTHS)

Salary Range	7 Large Universities	52 Land Grant Institutions	22 State Universities	17 Southern White Land Grant Institutions	University of Florida
	Per cent	Per cent	Per cent	Per cent	Per cent
\$9000 and over..	16.3	1.0	.5	.....	.....
8000-8999.....	4.4	1.0	.9	.....	.....
7000-7999.....	26.6	2.9	1.8	.....	.....
6000-6999.....	16.1	6.6	6.9	.6	.....
5000-5999.....	9.3	16.9	13.5	5.1	.....
4500-4999.....	4.2	16.6	16.4	9.8	1.9
Total \$4500 or above.....	76.9	45.0	40.0	15.5	1.9
\$4000-4499.....	7.5	17.2	18.8	27.2	33.3
3500-3999.....	13.0	21.0	19.5	22.4	16.7
3000-3499.....	1.9	11.3	12.2	21.8	48.1
2500-2999.....	.7	3.9	7.4	6.8	.....
2000-2499.....	.....	.9	.9	1.3	.....
1500-1900.....	.....	.5	1.2	1.5	.....
Under 1500.....	.....	.2	.....	.5	.....
Total under \$4500.....	23.1	55.0	60.0	84.5	98.1

Source: Adapted from College Salaries, 1941-42, U. S. Office of Education, Circular No. 232.

Salaries of associate professors at the University of Florida, like those of professors, are not only low on the average but there are no high salaries as is the case at many other institutions. In Table 2 will be found striking information of Florida's unfavorable position in this regard.

TABLE 2
FREQUENCY DISTRIBUTION OF ASSOCIATE PROFESSORS' SALARIES AT THE
UNIVERSITY OF FLORIDA AND OTHER INSTITUTIONS, 1941-42 (9 MONTHS)

Salary Range	7 Large Univer- sities	52 Land Grant In- stitutions	22 State Univer- sities	17 Southern White Land Grant Insti- tutions	Univer- sity of Florida
	Per cent	Per cent	Per cent	Per cent	Per cent
\$9000 and over..	.....	.....	.....	.....	.....
8000-8999.....	1.4	.....	.....	.....	.....
7000-7999.....	1.9	.1	.1	.....	.....
6000-6999.....	10.2	.4	.....	.....	.....
5000-5999.....	31.9	1.3	1.0	1.8	.....
4500-4999.....	12.0	2.5	1.6	4.1	.....
4000-4499.....	7.4	8.4	6.9	4.9	.....
3500-3999.....	12.5	27.5	17.1	13.4	.....
Total \$3500 or over.....	77.3	40.2	26.7	24.2	0.0
\$3000-3499.....	17.1	30.7	39.3	32.6	17.7
2500-2999.....	1.4	22.2	23.6	33.9	82.3
2000-2499.....	2.3	5.8	8.6	7.7	.....
1500-1999.....	1.9	.8	1.4	.8	.....
Under \$1500.....	.....	.3	.4	.8	.....
Total under \$3500.....	22.7	59.8	73.3	75.8	100.00

Source: Adapted from College Salaries, 1941-42, U. S. Office of Education, Circular No. 232.

The situation concerning the salaries of assistant professors is no more favorable than that of the associate professors and professors. Table 3 shows that Florida's position concerning salaries of assistant professors is unenviable.

TABLE 3

FREQUENCY DISTRIBUTION OF ASSISTANT PROFESSORS' SALARIES AT THE UNIVERSITY OF FLORIDA AND OTHER INSTITUTIONS, 1941-42 (9 MONTHS)

Salary Range	7 Large Universities	52 Land Grant Institutions	22 State Universities	17 Southern White Land Grant Institutions	University of Florida
	Per cent	Per cent	Per cent	Per cent	Per cent
\$6000 and over..	.9	.....	.1	.....	.....
5000-5999.....	2.1	.....	.1	.....	.....
4500-4999.....	6.3	.2	.....	.4	.....
4000-4499.....	21.5	1.3	.5	.6	.....
3500-3999.....	26.3	5.4	3.8	1.2	.....
3000-3499.....	11.9	22.6	13.8	6.9	.....
Total \$3000 or over.....	69.0	29.5	18.3	9.1	0.0
\$2500-2999.....	13.4	34.9	37.1	30.4	6.7
2000-2499.....	14.9	30.3	37.4	41.8	93.3
1500-1999.....	.6	4.8	5.2	7.9	.....
Under \$1500....	2.1	.5	2.0	10.8	.....
Total under \$3000.....	31.0	70.5	81.7	90.9	100.0

Source: Adapted from College Salaries, 1941-42, U. S. Office of Education, Circular No. 232.

Salaries for instructors at the University of Florida are lower than at most institutions but they are not as badly out of line as the salaries for persons holding professorial rank. It has probably been necessary for Florida to pay somewhat higher salaries to instructors in order that it might have enough faculty members to carry on its teaching program. At the University of Florida no instructors received over \$2,500; 22.2 per cent received \$2,000 to \$2,499 and 77.8 per cent received \$1,500 to \$1,599. At the 17 southern white land-grant institutions 3.6 per cent and in the 22 state universities 9.0 per cent received \$2,500 or more.

The United States Office of Education has not published university salary data since the year 1941-42. However, the salary schedules for the 1946-47 term of eleven land-grant universities have been obtained. These institutions were selected over the entire United

States and are representative of the land-grant colleges of America. The salary scale of the University of Florida is compared with the average salary schedule of these institutions in Table 4. Excepting deans holding additional titles, the highest dean's salary at the University of Florida is \$6,200 which is only 62 per cent of the average high dean's salaries at the eleven universities. Similarly University of Florida's professors' salaries are only 69 per cent, associate professors' 90 per cent, assistant professors' 98 per cent, and instructors' 109 per cent of corresponding salaries at the eleven land-grant universities. The low salary at the University of Florida for each rank except instructor is definitely lower than the average of the low for the eleven universities. The favorable showing of assistant professors and instructors is accounted for by the fact that the great majority of the more than 150 new additions to the faculty have been made in these ranks and at entering salaries substantially above existing scales.

TABLE 4

SALARIES AT THE UNIVERSITY OF FLORIDA AND AT 11 LAND-GRANT UNIVERSITIES, 1946-47 (9 MONTHS)

Rank	11 Land-Grant Universities		University of Florida		Per cent University of Florida is of 11 Land-Grant Universities	
	Salary	Range	Salary	Range		
	Low	High	Low	High	Low	High
Dean	\$7094	\$10,011	\$4800	\$6200	68%	62%
Professor	4212	7506	3400	5200	81	69
Associate Professor	3460	4996	3000	4500	87	90
Assistant Professor	2806	4169	2400	4100	86	98
Instructor	2219	3300	2400	3600	108	109

Because salaries at the Florida institutions are out of line with (below) salaries at similar institutions, and because educational institutions in general are out of line with the rest of the nation's economy, an adjustment in salaries can most equitably be made by first bringing salaries in line with our national economy. The second step is to bring salaries in line with those at other institutions. It is not equitable to raise salaries for all employees either on a flat dollar-per-employee basis or a flat per cent basis. A combination of a flat

dollar and percentage basis will give the most equitable results. It is desirable to provide a wide salary range for each rank.

To give further flexibility to the salary scale, the State Board of Education should consider an additional teaching rank at the three institutions, namely that of *distinguished professor*. Such a provision in the salary schedule would enable each of the three institutions to acquire and hold men of national prominence in their respective fields. These men should be free of administrative duties and should devote their entire time to teaching and research. The creation of the rank of distinguished professor should do much to improve the quality of work done at each of the institutions for, with it in effect, it would be possible to hold a few great teachers at each unit of the university system. The number of persons with the rank of distinguished professor should be limited to a very small per cent of the staff.

In Table 5 will be found a proposed salary schedule which has been agreed upon by the University of Florida and the Florida State College for Women. The budget requests of the two institutions for instructional purposes for 1947-48 will be built upon this schedule which grew out of the committee studies. The salary schedule should provide ample range for each rank to enable the institutions to procure the personnel desirable for instructional purposes. It should be noted that schedules at these institutions have previously been on a 9 months basis and that the proposed schedule provides for salaries on a 12 months' basis.

TABLE 5
PROPOSED SALARY SCHEDULE FOR THE UNIVERSITY OF FLORIDA
AND FLORIDA STATE COLLEGE FOR WOMEN
(12 MONTHS BASIS)

Rank	Range	
	Low	High
Full Professor and Distinguished Professor.....	\$5250	\$7500
Associate Professor	4433	7000
Assistant Professor	3500	5400
Instructor	2800	4200
Teaching Assistant	1750	2683
<i>Non-Teaching Staff</i>		
Assistant (To Administrative Officers)	2800	4800
Senior Secretary or Executive Secretary	2400	3000
Chief Clerk	2000	2800
Bookkeeper	2000	3000
Junior Secretary	2000	2600
Stenographer	1500	2100
Clerk	1500	2000

The faculty committee at the University of Florida which made the study of salary schedules pointed out that a period of emergency such as universities are now experiencing causes irreparable damage unless conditions are squarely faced and promptly acted upon. To quote the committee.

"The faculty of a university is its life's blood. Buildings and equipment are necessary, but at best are only implements for helping to achieve the goal of good instruction. It will require a salary scale as high as the one proposed to insure the people of Florida excellence in teaching and research comparable to present salaries at the best universities of the country. By common consent the people of Florida want excellence in teaching and research second to none. In brief they expect a full professor: (a) to hold the highest degree awarded from the best university in his field; (b) to be a man of unquestionable character and excellent personality; (c) to own a home, maintain his family, educate his children and take part in the social and religious life of the community on a scale commensurate with the dignity of his profession; (d) to maintain membership in the various professional associations of his particular field and attend and take part in their state and national meetings; (e) to have the necessary off-campus contacts with other men, whether industry or university, to give his teaching virility and the ring of authority; (f) to be capable of supplying leadership and making significant contributions to the culture, economy, and development of Florida; (g) and, finally, to be the type of educator to whom the State of Florida is willing to entrust the education of her sons."

The committee could well have said that they expect almost if not quite as much from persons holding the rank of associate professor and frequently from persons holding lower ranks. They have a right to expect many of these characteristics from all persons who teach in the university system.

FLORIDA'S ABILITY TO SUPPORT HIGHER EDUCATION

Can Florida afford a salary schedule for her institutions of higher education such as is proposed in this chapter? Will her economy allow her to maintain her institutions of higher education on a basis comparable to the best institutions in America? The economy of Florida is well balanced and based upon sound foundations. Its growth in recent years has been at a more rapid rate than has been the rate of growth of the national economy as a whole. All forecasts indicate that for the years immediately ahead this rapid rate of growth will continue. Florida is relatively a wealthy state. The per capita income of Florida, with the exception of two years, has

been higher than the per capita income for any Southern State. Florida can support her colleges and universities on an adequate basis and should do so.

Florida's Rank in Support of Higher Education

A study of Florida's support of higher education indicates all too clearly that the state has never exerted itself in its effort to provide education on the college level for her people. Data compiled and published by the United States Office of Education make possible a comparison of the support of higher education by Florida with that of other states. These data are not recent but data for the war years would probably not be as satisfactory as for the last year when conditions were what we might term normal. It should be noted that in the data presented the entire program of education in the state, whether under public or private control, "is considered as a unit, representing all the facilities available to the citizens." The income for all higher education in the state is then related to the number of young people in the state eighteen to twenty-two years of age, in order to indicate the sum available per individual for educational purposes.

Florida ranked forty-eighth among the states in support of higher education from all sources in 1919-20 but rose to forty-first in 1929-30 and to fortieth in 1939-40. This low ranking is due in part to the fact that Florida has never had the large number of privately supported colleges to be found in many states and to the further fact that she has maintained only three state-supported institutions of higher education for a population that would normally justify at least one additional state-supported unit. Florida's rank among the states in support of education with funds from governmental sources per person from 18 to 22 years of age rose from forty-second in 1919-20 to twenty-seventh in 1929-30. But even though slightly more money was expended from governmental sources in 1939-40 the state lost one position in rank.

Another index to Florida's concern for the education of her young people of college age is to be found in the amount of state funds appropriated per person between the ages of eighteen and twenty-two. These data are available only in recent years. Florida increased its appropriation at each two-year interval, the sums per person running as follows: \$9.64 in 1933-34; \$11.60 in 1935-36; \$12.91 in 1937-38; and \$14.83 in 1939-40. Largely because of the fact that in a number of the eastern states a large proportion of the youth are in private schools, Florida slightly exceeded the average for the United States as a whole in each of these two-year periods but fell short of a desirable standard of expenditure in all. It should be noted that Florida appropriated only about half as much per person of college age as such states as Washington, Oregon, and California.

FINANCIAL ADMINISTRATION OF THE INSTITUTIONS

The funds for each institution are appropriated to the institution in a lump sum for salaries and contingent fund after having been recommended item by item by the Board of Control and the State Budget Commission. The Board of Control and the State Budget Commission, however, must pass upon any changes of items within this total and the contingent fund can be spent only after approval of the State Board of Education and the Budget Commission. Appropriations for the extension service are separate and there is a separate appropriation for salaries and expenses of each experiment station. Furthermore, as indicated in another chapter, there are a number of continuing appropriations for specific chairs and schools. Thus the entire budget tends to become unwieldy because of these specific appropriations for specific functions, with the result that certain functions may sometimes have more funds provided than actually needed.

A careful examination of the minutes of the Board of Control would seem to indicate that the supervision exercised over the spending of the budget at all institutions is too close both for economy and efficiency. No item costing more than \$50 can be purchased without Board approval. Frequently institutions are unable to take advantage of discounts for cash payments because of their inability to get approval for payment on time. The institutions should be given freedom enough in purchasing to enable them to procure without delay equipment and supplies as needed by the several units of the organization and to permit faculty members to travel when necessary without the specific approval of the Board for each trip. Such detailed control is most unwise and tends to prevent the institutions from rendering their maximum service to the state. Since the Board cannot possibly have time to give detailed attention to the bills it must approve, the plan affords no effective safeguards for the state funds and merely results in delayed procedure and financial loss to the institution. Authority to pay all bills within the limits of the budget and the appropriation should definitely be lodged in the administration of the institutions. The Board of Control should be a policy-making organization primarily and should be relieved of the responsibility for passing upon details. Responsibility for auditing to provide needed safeguards for expenditures should be vested in the State Auditing Department.

Each institution is allowed to carry on from the first fiscal year to the second year any sum remaining in the budget but any fund not expended at the close of the biennium reverts to the state. The budget can be exceeded only if the income from fees exceeds the estimates made in the preparation of the budget. The incidental fees are under the control of the institution and may be used as the Board of Control and the institution think desirable.

The procedure used in purchasing for the three institutions is slow and cumbersome. It is expensive to the state and could be revised with profit to all institutions. The entire system of accounting for finances should be reorganized to be more nearly in line with the suggestions of the National Committee on Standards and Reports. The Legislature should allow the institutions to have the use of the auxiliary funds which was taken away from them recently. This provides a working capital that is absolutely necessary to carry on the business of the institution. The University has a few small endowments that are administered locally. These funds should by all means be left at the institutions to be used in any way the administration and the Board of Control agree upon as desirable.

The administration of the business affairs of each of the institutions is centralized in the office of a business manager. All funds whether an appropriation from the state, income from general endowments, or student fees are handled through this office. One fee is collected by the business manager from each student at the time of registration. At each of the institutions the office of the business manager is well organized and well administered under the supervision of the president and the Board of Control.

AMOUNT OF MONEY NEEDED FOR PROGRAM

How much money must be available to Florida's institutions of higher education to provide an adequate program of teaching, research and service? Before a budget can be built for these services Florida must decide upon the quality and amount of services desired for her citizens. Consideration must be given to the ability of the state to support the program and the willingness of the people to invest in the future of their children and the state.

The principal sources of revenue for the program will be state appropriations, student fees, federal grants, productive funds, and

for the next several years, instructional costs paid by the federal government for veterans. There will be other sources of income but the preceding represent the major sources.

Table 6 below gives the funds which are available to each of the three institutions by sources for the year 1945-46 and Table 7 gives the approximate amount available during the present year 1946-47. The marked increase in fees paid by the Federal Government for veterans and emergency funds provided by the state have been major factors in making possible some of the expansions which have been necessary this year.

TABLE 6

AMOUNT AND PERCENTAGE OF REVENUE RECEIPTS
FOR INSTITUTIONS OF HIGHER EDUCATION IN FLORIDA
FROM VARIOUS SOURCES FOR 1945-46

Source	University of Florida		Florida State College for Women		Florida A. & M. College	
	Amount	Per Cent	Amount	Per Cent	Amount	Per Cent
State Government						
Regular.....	\$2, 272, 177	50.48	\$ 851, 174	39.85	\$316, 615	81.97
Emergency.....	380, 280	8.45	.....	.....	.....	.....
Federal Government						
Regular.....	459, 917	10.22	.....	.....	45, 827	11.86
Emergency.....	319, 259	7.09	.....	.....	.....	.....
Student Fees						
Veteran (Federal Government).....	47, 180	1.04	.....	.....	2, 000	.52
Non-Veteran.....	213, 954	4.75	121, 463	5.69	20, 000	5.18
Productive Funds.....	457, 672	10.17	1, 109, 067	51.93	.....	.....
Other Sources.....	350, 958	7.80	53, 930	2.53	1, 800	.47
Total.....	\$4, 501, 397	100.00	\$2, 135, 634	100.00	\$386, 242	100.00

It is not the purpose of this chapter to specify the sums needed by the three institutions to carry on their work on a basis that will be satisfactory to the institutions and with largest profit to the state. It should be pointed out, however, that in relation to ability to pay Florida has never supported her institutions on an adequate basis—Florida can have a great program of higher education but she cannot have it unless the Legislature makes available to the units of the university system considerably larger sums than have been appropriated in the past. The institutions have never made extravagant requests and have always used the money appropriated on an economical basis. Florida has been able to buy a good bargain in higher education largely because college teachers enjoy their work and up to the present have been willing to teach for less than they could earn in other occupations. Competition now is much greater than ever before

TABLE 7

ESTIMATED AMOUNT AND PERCENTAGE OF REVENUE RECEIPTS
FOR INSTITUTIONS OF HIGHER EDUCATION IN FLORIDA
FROM VARIOUS SOURCES FOR 1946-47

Source	University of Florida*		Florida State College for Women*		Florida A. & M. College	
	Amount	Per Cent	Amount	Per Cent	Amount	Per Cent
State Government						
Regular.....	\$2, 158, 578	37.79	896, 303	38.58	\$316, 615	69.26
Emergency.....	550, 280	9.63	139, 659	6.01	55, 700	12.18
Federal Government						
Regular.....	498, 866	8.73	.....	.....	45, 827	10.03
Emergency.....	231, 835	4.06	.....	.....	.....	.....
Student Fees						
Veteran (Federal Government).....	991, 708	17.35	.....	.....	12, 000	2.63
Non- Veteran.....	284, 235	4.98	130, 000	5.60	22, 000	4.81
Productive Funds.....	744, 140	13.03	1, 059, 240	45.59	.....	.....
Other Sources.....	252, 875	4.43	98, 025	4.22	5, 000	1.09
Total.....	\$5, 712, 517	100.00	\$2, 323, 137	100.00	\$457, 142	100.00

*The above figures do not include the Tallahassee branch of the University of Florida which was opened this year to meet emergency needs. For the support of this branch \$89,298 has been provided from state emergency funds, approximately \$157,112 is anticipated from fees from veterans, \$10,097 from other student fees, and \$147,255 from productive funds or a total of approximately \$403,000.

and the problem must be solved to avoid serious handicaps in the future.

With greatly increased enrollments in institutions throughout the country the demand for college teachers is probably greater today than at any time in our history. As a consequence institutions with good incomes are offering attractive salaries for good teachers. It is necessary that Florida find means of supporting her colleges and University on a more adequate basis if Florida's sons and daughters are to enjoy the educational advantages to which they are entitled.

The amount of money needed will not only depend upon the services offered by existing institutions but will be affected by the work of the new unit in South Florida if organized. It becomes desirable, therefore, that the State Board of Education in cooperation with the University, the Florida State College for Women and the Florida Agricultural and Mechanical College study carefully the needs of the state, the present facilities for meeting these needs, functions to be allocated, new services to be undertaken, new facilities needed both for present and new services, and then build an adequate budget for higher education for Florida.

SUMMARY OF RECOMMENDATIONS

1. *More adequate support should be provided for higher education.*
2. *A salary schedule should be adopted at all institutions with a wide enough range for each rank to enable the administration to use it as helpfully as possible in procuring desirable personnel.*
3. *Committees representing all state-supported institutions of higher education should be appointed to study the needs of the state, to recommend services to meet these needs, and to help to prepare budgets to finance the services.*
4. *The entire system of financial accounting should be reorganized to be more nearly in line with the suggestion of the committee on standards and reports.*
5. *The Legislature should restore to the institutions the right to use their auxiliary funds for working capital.*

CHAPTER XXVI

THE FUTURE PROGRAM

It is not the purpose of this chapter to forecast the future of higher education in Florida. Times change and conditions change, and higher education must modify its program to meet the needs of changed conditions and changed times. In this chapter will be found some suggestions for immediate improvements in higher education and some proposals regarding procedures to be followed in discovering new services to be offered.

A NEW UNIT OF THE UNIVERSITY SYSTEM

Florida is in an unusually fortunate position today in that it has only two state-supported institutions of higher education for white students and one for Negroes. The tendency of most states has been to create more colleges and universities than the state can support on a proper basis. This Florida has not done. Since the reorganization program under the Buckman Act in 1905 the only state-supported institutions of higher education in Florida have been the ones located in the northern part of the state where most of the population was centered in the early days. Since these schools were established there has been a great growth in the population of South Florida. A study of the growth of the population in the several areas of the state indicates clearly the desirability of establishing an additional state-supported unit of the university system in the Miami area.

Data from census reports show that the white population in South Florida was over 9 times as great in 1945 as in 1910, having increased from 54,357 to 495,379 during that period. Central Florida grew from 125,464 to 566,231 during the period. Table 1 indicates the direction of growth of the white population of the state.

Since Florida does not have a teachers college, some might be inclined to recommend such an institution for South Florida. If one were authorized by the Legislature and brought into existence, it would be a question of only a few years until there would be a demand to make it a state college. All over the nation teachers colleges are dropping the word "teachers" from their names. Furthermore, a college in that section of the state needs a broader curriculum if it is to serve well the people in its attendance area. The University of Miami has made a fine place for itself in the southern part of the

TABLE 1

WHITE POPULATION TRENDS IN FLORIDA COUNTY GROUPS SINCE 1910

County Groups	1910	1920	1930	1940	1945
South Florida ¹	54,357	111,632	256,533	406,918	495,379
Central Florida ²	125,464	188,693	364,406	459,883	566,231
Northeast Florida ³	140,428	171,402	231,413	284,982	347,772
Northwest Florida ⁴	123,385	157,426	182,849	230,203	284,919
Total	443,634	629,153	1,035,201	1,381,986	1,694,301

¹*South Florida Counties:* Broward, Charlotte, Collier, Dade, DeSoto, Glades, Hardee, Hendry, Highlands, Indian River, Lee, Manatee, Martin, Monroe, Okeechobee, Palm Beach, Sarasota, St. Lucie.

²*Central Florida Counties:* Brevard, Hernando, Hillsborough, Lake Orange, Osceola, Pasco, Pinellas, Flagler, Polk, Seminole, Sumter, Volusia.

³*Northeast Florida Counties:* Alachua, Baker, Bradford, Citrus, Clay, Columbia, Dixie, Duval, Gilchrist, Hamilton, Lafayette, Levy, Marion, Nassau, Putnam, St. Johns, Suwannee, Union.

⁴*Northwest Florida Counties:* Bay, Calhoun, Escambia, Franklin, Gadsden, Gulf, Holmes, Jackson, Jefferson, Leon, Liberty, Madison, Okaloosa, Santa Rosa, Taylor, Wakulla, Walton, Washington.

state. If it should become a unit of the university system, South Florida would have immediately an on-going program that would give excellent service at a much more reasonable cost than can be offered by a non-state-supported institution.

It should be made clear that no steps have been taken by the Citizens Committee to determine whether the Board of Trustees of the University of Miami would be interested in becoming a unit of the university system if an invitation were extended to them. It is to be hoped, however, that the unit in South Florida will be authorized, the invitation extended and accepted, thus making possible a desirable extension of the state's services in the field of higher education.

If the University of Miami should decide not to become a part of the publicly supported system of higher education, it is recommended that the Legislature authorize the establishment of a new unit to be built on a site in South Florida to be selected by the State Board of Education after careful studies have been made of population, transportation and other trends and possibilities. The new campus, if one should have to be chosen, should be large enough to serve a full-time student body of about 6,000. Provision should be made for a substantial number—perhaps 6,000 part-time students including adults.

It is possible, of course, that some adult education facilities may be provided in a down town area, thereby reducing the need for campus facilities for adult and part-time education. These numbers will not be enrolled immediately, but it is safe to assume that they will be reached in less than a quarter of a century.

EXTENSION CENTERS FOR NEGROES AT TAMPA AND MIAMI

Opportunities for Negroes to procure the kinds of terminal education programs that will equip them properly for profitable employment are too few in Florida. The state should provide at least two extension centers under the Florida Agricultural and Mechanical College in which students could prepare for the occupations in which they have a chance to do well. It is recommended, therefore, that two such centers be established—one at Tampa and the other at Miami, these to be under the supervision of the State Board of Education and the President of the Florida A. and M. College. If these centers are authorized by the State Board of Education, it should be done with the understanding that the work in the two centers should be definitely vocational and that the general education work offered should be for the purpose of providing a strong supporting program for the vocational subjects and for good citizenship. It should be recognized that at a later date these two schools should probably become junior colleges and vocational school centers for their respective areas.

ENCOURAGEMENT OF TERMINAL EDUCATION PROGRAMS IN JUNIOR COLLEGES

If the junior colleges now in existence in Florida and those to be created in the future are to serve the needs of the state in the most effective way, they must be organized as a part of the public system rather than as a part of the system of higher education, to offer terminal education programs for students who should complete their formal education on the junior college level as well as to provide the usual junior college offering. There are decided advantages to combining the last two years of high school and the two years of junior college into one educational unit to permit students not only to procure a good general education but to give them a chance to prepare themselves for the vocations of their choices if they are not going on to senior college. Too much of junior college education

in Florida today is merely preparation for senior college. For that able group of gifted students who are going into the professions this is not undesirable. But for that much larger group of students who should be entering the world of work, the present programs do not provide education of largest worth.

It is recommended that every community in which a junior college should be established give serious consideration to the possibility of combining the last two years of high school and the two years of junior college into one educational unit. This would necessitate putting all of the work of these four years on one campus and would make desirable, if not essential, the establishment of as wide a variety of vocational offerings as can be given with profit. It would be greatly to the advantage of this educational unit if the public library of the community could be located near the school and could be made available for student use. There would be many educational advantages in building a civic center which would include the school, the library, a community house, and recreation areas—all located to make them of largest worth to all of the people served by them.

This kind of program is not being generally considered at present in Florida. There is a tendency to locate the junior college away from the senior high school and to place it under a separate administration. In only one instance in the state has there been a serious attempt to integrate the work of these two units. Little effort evidently is being made to plan a long range program that would enable communities to use all their resources in a helpful way in the education of their young people. If junior colleges are developed according to standards set forth in Chapter IV Florida will have a sane and an efficient program in this area.

A STUDY TO DETERMINE NEEDS AND WAYS OF MEETING THEM

Committees which include members from all of the institutions of higher education should be appointed to study the needs of Florida and to determine what can be done to help meet these needs in the most effective way. Each unit of the university system should then be allocated definite responsibilities for meeting these needs and should be requested to outline a comprehensive program of service to be submitted to the State Board of Education which would cover both campus and off-campus programs. Such a study would enable

each unit of the system of higher education to see the problems of the state more clearly and would also enable each unit to plan in the light of the state's needs and with proper regard for what other institutions are doing or should be doing. The State Board of Education should allocate to each institution the work which that college or university is in best position to perform being always careful to avoid undesirable duplication of effort and programs of work that are unnecessarily expensive.

These studies will undoubtedly show that there are many general courses which should be offered at all institutions. These courses will not involve uneconomical duplication because of the general need and of the number of students involved. On the other hand, there will be several areas in which work should be offered at only one institution and some in which work should be offered only on a regional basis as explained later. These studies will also provide further evidence regarding the interrelationship of all phases of education and regarding the close relationship between public education and other phases of government. Thus the need for the state to prescribe standards which must be met by all schools and educational institutions, including schools of laboratory technic and nursing as well as colleges and business schools will be more readily understood.

REGIONAL PLANNING

Cooperative programs of education within a state have long been accepted as desirable procedures. In more recent years we have come to realize that cooperative programs among the states are just as desirable. In fields of work where small numbers of students are concerned and where the programs are expensive, it is both uneconomical and unwise for every state to attempt such programs. Regional planning seems to be the solution to this problem.

Florida has at the University a School of Pharmacy and a School of Forestry. These schools should be able not only to take care of Florida's needs in these two areas but they should be able to serve Georgia and Alabama as well. Alabama has a School of Medicine in connection with its University and a School of Veterinary Science at Auburn. These schools could be developed to serve not only Alabama but they could, under a reciprocal arrangement, accept students from Florida and perhaps from Georgia. Georgia might well consider supporting a School of Dentistry and, perhaps, a School of Library

Science if these could be mutually agreed upon by the three states. Planning of this type will give the states better service at smaller costs and is earnestly recommended for serious consideration.

The shortage of veterinarians in the southeast can be met in the near future if each of the states of this area will cooperate with the Alabama Polytechnic Institute at Auburn on a contract basis to secure the education of veterinarians, as recently proposed in a conference there. To this end, it is recommended that the University of Florida ascertain further details as to the basis on which students from Florida can be admitted to the school of veterinary medicine of the Polytechnic Institute including the number which can be accommodated, the basic subsidy and the tuition for each; that on the basis of this information, the state appropriate to the University of Florida sufficient funds to meet its immediate requirements for education in veterinary medicine.

Regional planning for Negro education is even more important than for white students. Because smaller numbers of Negroes than whites live in the South, and because a smaller per cent of those college age attend college, higher education for Negroes would be prohibitive in some areas unless planned on a regional basis. One medical college for Negroes, one school of veterinary science, one school of dentistry, one school of journalism, and one school of landscape gardening might well serve the needs of the Negroes in the South for the time being. No state should attempt to support more than one of these specialized services. A scholarship fund in each state should make possible attendance of interested students at a cost as reasonable as if they attended an institution in their own state.

If a cooperative program should be developed on a regional basis a system of state scholarships should be established in Florida to be administered by the university system under the direction of the Chancellor. This would require an out-of-state scholarship fund that would be both flexible and adequate.

Increased Aid for Out-of-State Scholarships. Aid for out-of-state scholarships for Negroes is needed to make possible better opportunities for education on the graduate level and on the undergraduate level in fields not developed at Florida A. and M. College. To provide adequately for needs in these fields will require approximately \$50,000 annually. This sum, must not only take care of graduate education for the public school teachers of the state and the staff at

Florida A. and M. College, but in addition it must meet the needs in the fields of veterinary medicine, law, dentistry, medicine, and other specialized fields.

Licensing Negro Lawyers Graduated from Institutions in Other States. Negro students from Florida holding out-of-state scholarships who are graduated from law schools with the same accredited standing as the law school at the University of Florida should be licensed to practice law on the same basis as graduates of the law school of the University of Florida.

RESEARCH

The investment in research that has been made at the University has paid rich dividends. Extensive studies have been carried on in the fields of engineering and agriculture in particular. These studies have resulted in improved processes and products of Florida's industries and agriculture. Forestry, business, chemistry and many other areas have been zealous in the search for new knowledge that would contribute to the social and economic progress of the state.

The budget for research has never been large but much has been accomplished on relatively small expenditures. It is believed that Florida could well afford to make larger investments in research studies that would vitally affect the social and economic progress of her people. Larger appropriations for sociological studies and for studies that would help to build a more effective system of public education for the state are particularly recommended.

Research should be encouraged at each unit of the university system because of the stimulating effect on the faculty as well as because of its potential contribution to the needs of the state.

GRADUATE PROGRAMS

Graduate instruction has been on a reasonably desirable plane both at the University and Florida State College for Women. The graduate program has developed slowly, wisely, and economically. The time has come when it should be greatly expanded. If Florida is to have the leadership needed in the fields of government, social service, business, agriculture and other areas, more and better selected young men and young women must be drawn into graduate programs.

It would be greatly to the advantage of some students working toward a master's degree if they were permitted to take some of their graduate work at an institution other than the one in which enrolled. Provision should be made whereby any student enrolled in any unit of the university system would be allowed with the approval of his advisor to carry work in another unit and have it satisfy residence requirements for a degree.

These programs will be of larger worth to the state if they can be worked out on a basis that will permit students to study and to get experience in the fields of their choices at the same time, or to alternate study and experience while working on the graduate level. It is desirable that graduate work in the institutions of higher education be made more meaningful and more helpful to Florida and to her people. To this end it is recommended that every effort be exerted to bring students pursuing graduate programs into close contact with actual life situations.

EXTENSION OF PROGRAM TO SERVE NEEDS OF STATE

A university system should be organized to serve the needs of the state wherever found. One frequently hears a college administrator say that the campus of the institution he serves is the area of the state, but too frequently a study of the services of the institution shows that practically all of the appropriation is expended on the student body resident on a much smaller campus.

Each of Florida's institutions of higher education should be concerned with that great host of citizens who seldom or never find their way to the campus of the institution. Every family living in Florida should profit directly or indirectly from the work of the units of the university system. But this cannot happen unless there is a definite plan evolved to make these institutions serve all of the people. Much can be accomplished if all the agencies and organizations within the institution work out a coordinated program of services designed to reach every community in the state. Such a program would necessitate a carefully coordinated plan of work among the units of the university system, further coordination of activities within each institution, and the enlisting of the aid of local agencies in carrying out the program.

Care must be exercised that this coordination at the source be effected or there will be confusion in the field. There is danger of

this at the University now. In the College of Education there is a Bureau of Field Service set up to work with boards of education and with schools. In the College of Physical Education, Health and Athletics there is also a Bureau of Field Service which expects to work with boards of education and with schools. These services should by all means clear through the College of Education. Unless a definite plan is worked out for coordinating the activities of all agencies doing work off the campus there cannot help but be waste in energy and in expenditures and confusion and misunderstanding in the field which will eventually result in lack of cooperation and confidence. It is urged, therefore, that careful study be given to the coordination of all activities within the institutions and among the institutions designed to serve the citizens of the state who are not in attendance at Florida's colleges and universities. This coordination should be extended to local systems as well.

Many institutions are finding that short courses in the fields of government, public service, creative writing, agriculture, home making, and other areas are excellent means of providing needed services to many groups. These courses may be given on the campus or at another place more convenient to the participants. Each institution has an obligation to discover opportunities for services both on and off the campus. It will more nearly meet the needs of the state if it is continually studying how it may best serve the people who support it. *And the teachers in the institution will teach more effectively if they are close to the problems in the field.*

College campuses are overcrowded at present and will probably remain so for a decade. This makes it all but impossible to bring groups to the institutions for conferences and for short courses. Local school systems do not lend themselves to this kind of service due to inadequate housing facilities and to the further fact that local school buildings are available only during the summer months. Florida could well afford to consider the establishment of a center similar to the one at Jackson's Mill, West Virginia, that could be used for short course work and that could also be used by such groups as the Future Farmers, Future Homemakers, 4-H Clubs, and other groups. Jackson's Mill has good, inexpensive housing, excellent facilities for the preparation and service of food, a splendid audi-

torium, well equipped rooms for conferences and classes, a good library, splendid recreational facilities, and a setting that is pleasing from every point of view. Florida could establish a similar camp, preferably on the east coast near the center of the state's population, with assurance that it would serve the educational and character building needs of youth and adults in a fine way, and perhaps could serve some similar groups from other nearby states.

MORE ADEQUATE COUNSELLING

At all of the institutions more adequate counselling and guidance services are desirable to prevent, if possible, the enrollments of disproportionate numbers of students in a few colleges, particularly those of engineering and business administration. All institutions should make an earnest effort to bring enrollment in the schools and colleges of each institution more nearly in line with the future needs of the state. We know today that too few students are preparing themselves for the fields of social service and teaching and too many are probably entering curricula leading to engineering, business, and law. Students must be led to see the necessity of looking at the total picture; they must look beyond the present; they must try to see a balanced social order in the future and to learn how they may best serve in the new order. This means more careful self-appraisal and a willingness to qualify for the kinds of services in which each has the best chance to succeed.

STRENGTHENING EXISTING SERVICES

A careful study of the offerings of the different units of the university system indicates that Florida has through the years made a serious effort to make its institutions of higher education serve the needs of the state. The Legislature has tried to provide funds for teaching, research, and service necessary to growth and development. With a rapidly increasing population in the state, with constantly decreasing resources of timber, phosphate and soil fertility Florida faces the problem of providing an educational program that will result in a wiser use of her resources and one that will serve better all of her people. Research programs must be strengthened, teaching must be more effective, and services must be enlarged if the institutions are to serve as helpfully as they should. While there are many areas which should be strengthened one or two in particular may be mentioned.

Health. The health of the people is of first importance in any State. In many parts of Florida today health knowledge is inadequate and health habits below desirable standards. A program of public health education should be initiated in an effort to reduce illness and to build better health in all of the people.

Inter-American Institute. Miami is one of America's strategic gateways to Latin America. A day at the airport would convince even the most skeptical that the United States of America is being drawn closer day by day to the people to the south of us. If we are to be good neighbors we must learn a great deal more about each other than we now know. Mutual respect can only come with mutual understanding.

The University of Florida established an Inter-American Institute in 1930, three years before the inauguration of the Good Neighbor Policy. The university system in Florida is in position to make an even greater contribution to this field. At the University at Gainesville or at the Miami division, an even stronger division of Latin American culture should be developed.

NEW SERVICES

Institutions of higher education can no more afford to be static than can be the state in which they are located. In a rapidly growing state such as Florida, institutions must respond to requests for services and must seek ways and means of providing new services to the people who support them. It is not the purpose of this report to point out to the university system all ways in which it may serve best but a few suggestions will indicate desirable procedures in this direction.

Each institution should initiate a long-time cooperative study that would enlist the best thinking of large numbers of persons connected with the institution as well as of citizens in many parts of the state in order to help the institution discover opportunities for added services on and off the campus. It should explore the possibilities for short courses that would be useful in many fields; for forums as a basis of larger understanding; for programs for general enjoyment in the fields of music, art and dramatics; and for occupational information as a basis of counselling and guidance and for any other kinds of services that can be helpfully offered.

In so doing people who have never been conscious of the contributions of the university system will be made aware of them and will be more appreciative of the work being done at the college level. Any question that is a problem for the state is worthy of consideration by the state's educational system.

Hotel Management. A concrete illustration of a new type of service that might well be given by the new unit of the university system in the Miami area is a program in hotel management. Florida's great tourist trade makes hotel management an item of prime importance. At Cornell University and at Michigan State College excellent training in this area is being offered. There is room for an additional training center now and Miami offers unusual facilities for this work. The problem of adequate and desirable accommodations for the thousands of tourists who spend their time and their money in Florida is one that should be given a priority rating in new services to be offered by the university system. An excellent program has already been initiated on the secondary level in Miami. This new service should supplement, not supplant the splendid program now under way.

Development of Parks and Recreational Areas. Florida has in reality become the winter playground of the eastern half of the United States. There is a danger that the state will fail to plan wisely for recreational areas for local citizens and visitors for today and tomorrow. Tourists are not coming to Florida to sit in a hotel room or to walk along crowded streets. The beaches will not provide enough space or attraction for all of those who will be coming in the future. Florida is still a land of wide expanses. Parks and recreational areas will play a large part in its future economy. Near every city in the state are undeveloped tracts large enough to make possible wise planning of recreational areas. Whose responsibility is it to help the municipalities to see the problem and the opportunity? Certainly no group of people should be more conscious of this problem and more concerned about it than those who teach in the colleges and universities of the state. The state must look to its institutions of higher education for leadership in all such fields.

School House Planning. Florida will build millions of dollars worth of school buildings in the next decade. Whether these buildings will be located to serve economically; whether they will be planned for the services desirable in an effective school program; whether they will be planned and constructed to provide for the health and happiness of children in attendance; whether they will have adequate playground areas and desirable recreational facilities will depend upon the care, the vision and the planning that goes into the formulation of the plans for each new building to be erected.

The Bureau of Field Service of the University and the State Department of Education working in cooperation with other institutions and local school systems in Florida should provide the help that will insure to every community an opportunity to build wisely and economically.

Institute of Government. The last Legislature authorized the establishment of an Institute of Government in Florida but did not specify the location of the institute nor prescribe all of the services to be rendered. Such an institute could probably render its largest service to Florida if located at a unit of the university system where it could work in close cooperation with strong departments of the social and political sciences and where it could have a maximum of cooperation from the divisions of the state government.

The Institute of Government should serve effectively not only in the preparation of young men and young women for public service but also on an in-service basis for persons elected or appointed to office. If properly organized and coordinated with other service agencies at the institution at which it is located and with the state government as well, the Institute of Government should greatly affect wise and intelligent government in Florida in the future. In cooperation with the institution with which it is affiliated and with appropriate organizations it should sponsor short courses for state and local officials, prepare handbooks, such as the handbook for sheriffs now being prepared and assist in many other ways.

Ringling Museum. The State of Florida has recently been given the Ringling Museum at Sarasota with all of its art treasures and the Ringling residence adjacent to it. The very excellent collection of paintings, tapestries, sculpture and other works of art should be used by the state to further the understanding and appreciation of art by all of the people and to improve its educational program. To get the largest use from this great store of art Florida should make plans providing facilities for instruction at the museum, for keeping the museum open to the public and, if possible, should arrange to make available to educational institutions and organizations in the state those objects that can be transported safely and at not too great inconvenience.

SUMMARY OF RECOMMENDATIONS

1. *The proposed unit of the university system for South Florida should be planned as a general college and should assume responsibility for such special functions as may be assigned to it.*
2. *A state system of junior colleges should be established as a part of the public school system rather than as part of the university system. The establishment of such junior colleges giving both terminal and general education courses would assure a more extended program of education for a substantial number of students and would also help to place the colleges in position to give more attention to upper undergraduate and to graduate work.*
3. *Two extension centers for Negroes should be established to operate under the direction of Florida Agricultural and Mechanical College for Negroes to give major attention to terminal education, largely of a vocational nature. One of these should probably be located at Miami and the other at Tampa. They should not be permitted to offer more than two years of work and this work should be largely terminal in nature.*
4. *Plans should be developed for providing graduate instruction at regional centers for Florida students in fields where small numbers would be enrolled and costs would be excessive. Some of these may be developed in connection with the university system of Florida; some will undoubtedly be in other states. Adequate counselling services will be important in connection with such a project. Necessary funds for scholarships for both white and Negro students in connection with this program should be made available through the university system.*
5. *Florida should arrange through contract to provide the education required in veterinary medicine at standard out-of-state institutions. Sufficient funds should be included in the appropriation to the University and to the A. and M. College to meet these needs.*
6. *Both to safeguard the interest of possible students and the interest of the public as well, Florida should adopt legislation to require that any school of laboratory technic in the state meet the requirements of the American Medical Association Council on Medical Education and Hospitals in this field as a basis either for setting up a new school of laboratory technic or continuing an existing school.*
7. *More funds should be devoted to graduate work and research, not only in the physical but also in the social sciences, and greater*

attention should be given to proper development of these areas. Such an investment should pay good dividends for Florida.

8. *The units of the university system should permit graduate students working toward a master's degree to transfer a minimum of credit earned at one unit of the system to another.*

9. *New services are needed but should be inaugurated only after careful studies indicate the desirability of such services. The university system must be ready at all times to serve the needs of the state.*

10. *The university system should attempt to determine and provide for the services each institution of the system can best render to the state and nation. Many opportunities will be found for strengthening existing programs and for offering new services in connection with: the development of parks and recreational areas, school house planning, public administration, Latin American relations and many additional areas. Provision should probably be made for the development of some suitable center, perhaps at an accessible place along the coast, where small groups can be accommodated at reasonable prices, for short courses, retraining programs and conferences of various types. Provision should also be made for using for the benefit of the state and of higher education any special facilities or services which may be available such as the Ringling Art Museum, the State Library and Museum, and the Institute of Government.*

STUDY AND ADVISORY COMMITTEES AND CONSULTANTS TO FLORIDA CITIZENS COMMITTEE ON EDUCATION

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